

pm documents 4/4

MANAGEMENT

Vol. 4 No. 4

Thomas Sowell: Another View

BABY BOOM BOSSES!

Uncle Sam's
Newest Supervisors





"Let the word go forth... that the torch has been
passed to a new generation of Americans..."

—J.F. Kennedy

Today's challenges "require our best efforts and
our willingness to believe in ourselves and to be-
lieve in our capacity to perform great deeds... Why
shouldn't we believe that? We are Americans."

—R. Reagan

"They shall mount up with wings as eagles. They
shall run and not be weary."

—Isaiah

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ARE YOU BIG BROTHER?

Orwell and the Federal Manager

- Bill Simon compares Washington 1984 to George Orwell 1984
- Economist Walter Williams says we are already "Baby Brothers"
- Generic standard unveiled for federal managers

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Special thanks to Malcomb Hancock for "Mal" reprint rights

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Management is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

\$11.00 domestic,

\$13.75 foreign

Single copies are \$3.75 domestic, \$4.70 foreign.

MasterCard and VISA are accepted. Use of funds for printing this publication approved by OMB letter of April 28, 1984

Cover photo by Jon Feingersh. The federal supervisors and AAU athletes pictured include Defense Department Management Analyst Tony Cusack (in tie), current holder of Mr. District of Columbia and Natural Mr. America (light heavyweight category) titles, and Pam Brown, currently AAU Ms. Nation's Capital champion. Special appreciation to AAU coordinator, Pete Miller.

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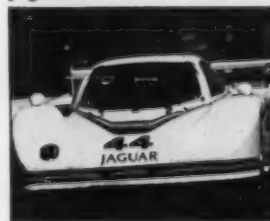
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Courtesy Group 44



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EASTERN MICHIGAN UNIVERSITY

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U. S. DEPOSITORY MANAGEMENT • 1

A Promise To the Promising

By David A. Turner, Editor

All of their lives, the high achievers born to the victors of World War II have been groomed for leadership.

Few societies have more elaborately educated a generation of their young in the methods for responding to a democratic peoples' legitimate needs.

More grooming followed those years in academia. A decade of trials and training in the adult world have provided our communities and institutions ample opportunity to observe America's baby-boom generation at work.

Not since Edwardian Britain have individuals of a specific age group enjoyed as lengthy an internship in the antechambers of power. Education and preparation aside, are they ready to lead? What are their attitudes toward the federal workplace and work ethic? And how is this generation viewed by their more established peers in government's managerial circles?

Many Americans cling to their initial misconceptions about the hard-charging leaders of this generation. Such views were shaped by the camera-happy activism of a handful of the group's early bloomers. Their turbulent handling of our culture's most vulnerable and evolving issues inspired no lasting confidence in either their judgment or administrative potential.

But there's been a steady, deeply reassuring change in the types of men

and women standing at the forefront of this group.

Finally, the substantial, well rounded individuals who always have excelled at good citizenship and responsible decision making have edged out their irresponsible peers. We now can begin to identify which of their generation are qualified to compete for jobs in the managerial ranks of our corporations and our public agencies.

There can be no crying. It's been as democratic a selection process as mankind can devise. Sour-grape demands for second chances and special exemptions now must take a back seat as the nation's leaders—like those in every other country—begin the vital, age-old process of training their successors, welcoming them into first-level positions of a new guard.

Central Personnel Data Files indicate only 6 percent of all federal supervisors are now in the 27 to 38-year-old group (42,381). Looking ahead, however, the baby-boom generation should increase its representation in prime jobs. Already, one-third of Uncle Sam's civilian (non-postal) workers fall into this age category.

What are top people in Washington saying about these future leaders? How will government's notoriously moribund personnel system open up first-line positions for this group? What training and selection standards are federal instructors readying for those who strive for places in management? These topics are tackled in this very special issue of **Management**.

Will our readers who already are

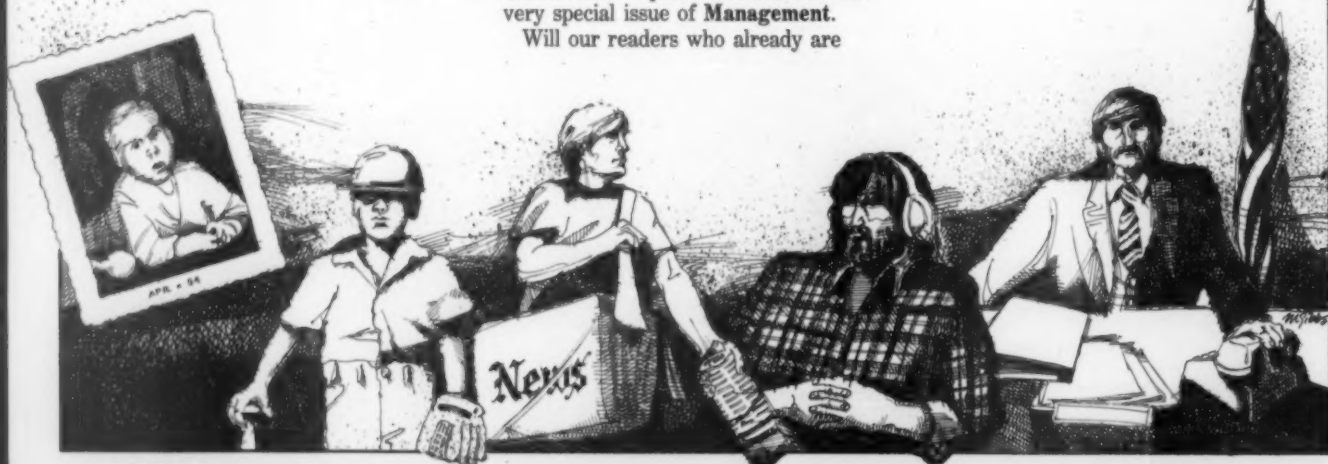
managers find this frank discussion about future leadership unsettling? I hope not. It's an exciting story which should motivate and enthuse federal careerists of all ages. "Who among us will lead," has been the most ancient and, typically, the second-most lively subject of debate and controversy in homo sapiens circles.

In fact, it's fun. As the cover story reports, agency officials are in for a pleasant surprise. A helpful dose of the same pro-management values treasured by most top executives is just one of the hard-core sentiments young leaders are espousing. And they share management's determination to inspire and require more productivity from federal employees.

These articles present a clear description of today's young federal supervisors and the clarion call for a renewal of the American work ethic they are sounding in agencies throughout the government.

Also in this issue, economist Thomas Sowell advises government managers on policies which could improve productivity in federal and state government. His interview appears in our always controversial "Another View" column.

Speaking of efficiency, Inspector General Richard Kusserow describes the remarkable productivity he has achieved at the Department of Health and Human Services. **Management's** popular new feature, "Doer's Profile," offers readers a brief, insightful look at Mike Causey, *Washington Post* Federal Diary columnist and WRC radio show host.



NITTY GRITTY

Vets honored. "June has been designated Veterans' Preference Month," says Office of Personnel Management Director Donald J. Devine. "All departments and agency heads have joined us in this recognition and are sponsoring activities in their agencies." June 27, 1984, marks the 40th anniversary of the **Veterans' Preference Act**, which gives veterans special civil service employment privileges. Since 1944, government has fulfilled its commitment to aid job-seeking vets, who presently comprise over 39 percent of the federal executive branch work force and 52 percent of the postal work force.



First lady of efficiency, Lillian Gilbreth, (1878-1972) received a national "stamp of approval" when the U.S. Postal Service issued a commemorative postage stamp to honor her contributions to office and industrial efficiency. Many of her no-nonsense work methods are being "re-discovered" by today's production-minded federal supervisors. The book *Cheaper by the Dozen* and its screen adaptation are based on Gilbreth's second career—raising 12 children in Montclair, New Jersey.

Ways to handle Mr. Non-performer and avoid hiring one of his clones is a priority for most supervisors, reports *USA Today*. Lynn Gilbert of New York's Gilbert-Tweed Executive Search Associates suggests the direct approach. "Have a conversation with the person and tell him his growth is limited and it's unlikely he'll be promoted again." Need a more subtle tact? Robert Heidrick of Chicago's Heidrick Partners, Inc., recommends: moving the worker to a division where his strengths will be used; "shelving" the employee in a support job; or offering early retirement. To avoid hiring someone from a "deadwood dumper" organization don't rely solely on reference letters. Conduct interviews, ask probing questions about former work assignments and watch out for the "charmer."

Back-pac hatch-it? Contributing to political action committees (PACs) is a popular practice for some corporate executives in America, but does the Hatch Act permit managers and supervisors in the federal government to donate money to PACs? "Of course they can," says Craig Shirley of National Conservative Political Action Committee (NCPAC), the country's largest PAC. "A healthy number of our contributors in the Washington area are government managers or retired federal workers." John Erck of the Merit Systems Protection Board says Shirley is correct, but warns federal employees not to perform volunteer work or hold part-time jobs with PACs. "Under the Hatch Act," says Erck, "our employees are forbidden to do this sort of activity." Common Cause, an organization which opposes PAC spending, also accepts money (legally) from federal workers, says organization spokesperson Paul Wycisk.



Crat PAC. Speaking of politics, Washington humorist James Boren (who will be featured in an upcoming issue of *Management*) recently announced he is seeking the Presidency as the "bureaucrats' candidate." His 1984 campaign slogan: "I've got what it takes to take what you make."



The Brinks of success. Treasury Department's fiscal guardians can now cash in on their cash management skills, reports *Forbes* magazine. "While bonus incentives are not new in the federal government," says Treasury Department Assistant Secretary Carole Dineen, "this is the first time they will be offered specifically to our cash managers." The Grace Commission, reports *Forbes*, "found that federal cash managers had no strong incentive to speed the government's money intake or to regulate its outflow." The nation's bank issues 640 million checks annually and Treasury chieftans are delighted whenever their managers plug up holes in the cash flow dam.

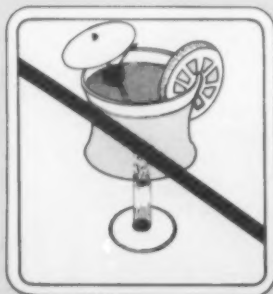
Cure for medical exam rules. Changes in the government's **fitness for duty examination** procedures mean departments and agencies must first document—using employee work products that fail to meet previously set performance standards—their case against an employee before requiring a medical exam. This "check-up" on OPM rules was prompted by accusations during the late 1970s that supervisors were using the exam rules as a ploy tactic to "avoid disciplinary action against their workers."

Federal Times says supervisors may still demand exams when an employee is vying for reassignment or compensation rights based on inability to perform in a current job or when a departing worker "might have been exposed to environmental or other hazards." Final rules, published in the January 11 *Federal Register* (Vol. 49, No. 7), also discuss leave management, disability retirement, actions based on deficient performance, conduct or attendance, and reassignment of injured or handicapped workers.

Improving government financial management will be addressed at the Association of Government Accountants' (AGA) national conference July 9-11 in Washington, D.C. Writes one well-wisher to the conference coordinators: "I look forward to your continued assistance in our fight against waste in government programs, in the prevention of fraud and abuse and in the attainment of greater productivity."—Ronald Reagan.

How to succeed" syndrome. Contrary to the worked-all-night illusion which J. Pierpont Finch creates to impress his boss in *How to Succeed in Business*, working long hours isn't a sure-fire ticket to success. "The brightest and most effective people seldom burn the midnight oil," claims George Washington University researcher Jerry Harvey. Inefficient work habits such as making personal phone calls and chatting with co-workers, force employees into the overtime habit. "Ideally, you gauge productivity by what gets done, not by how many empty coffee cups are lined up," adds New York University's Michele Mattia.

Power foods/drinks. Have some poached salmon or rack of lamb? "Wimp dishes!" says Ligita Dienhart, author of **Power Lunching: How You Can Profit from a More Effective Business Lunch Strategy**. The image-conscious author also shuns Perrier and "anything served with a paper umbrella or a lot of vegetables or fruit." "Macho" foods include steak ("the bigger the steak the more macho") and whiskey. And it's O.K. to drink wine or draft beer.



DEVINE PREDICTS FEDS WILL WARM TO PAY PLAN

By Ruth Marlow

Once federal employees understand how well pay-for-performance works for managers, they will defy their union leaders and demand to be included in a merit pay system, contends federal personnel chief Donald J. Devine.

The Office of Personnel Management director made that prediction in a *Federal Times* interview shortly after the Senate approved changes in the existing merit pay program.

The Senate legislation would give GS-13 through GS-15 managers and supervisors full general schedule pay raises if their performance is rated fully satisfactory or better. These managers currently are guaranteed only half the raise. Higher raises depend on job ratings and available funds.

Devine said the merit pay compromise bill was an outgrowth of his improved relations with federal manager groups and lawmakers. OPM has clashed repeatedly with these groups, in court and at congressional hearings, over past attempts to extend the pay-for-performance system to include most other civil service workers. "Most of our people work well," Devine said. Problems result because "they are asked to work under silly systems."

"It's a lot more difficult to get our message across to the work force in general" because "nothing gets considered on its merits," Devine said. Union leaders, he complained, have poisoned their members' attitudes toward OPM proposals simply because they were advanced by him. OPM has appealed a federal court decision halting the agency's plan to expand merit pay across the government. The case, brought by the National Treasury Employees Union, is scheduled to be heard soon in Washington. (On April 27, 1984, the U.S. Court of Appeals for the District of Columbia blocked OPM from putting new federal pay, promotion and firing procedures in effect until October).

Devine's prediction came after a speech to the Conservative Political Action Conference in Washington where he attacked what he called liberal myths about the budget. He was in friendly territory among the conservatives who interrupted his speech with frequent applause. The banquet room buzzed with whispered outrage when Devine said a House committee chairman had told him a half trillion dollars wasn't important. "I was dumb-founded," Devine told the listeners, urging them to repeat the story to their communities. Devine did not name the congressman, but was referring to Rep. William Ford (D-Mich.) of the Post Office and Civil Service Committee.

While testifying before the committee, Devine told Ford the civil service retirement system has a \$515 billion unfunded liability and changes are needed to avert a default on future pensions. Asked if he was urging the conservatives to make a national example of Ford, Devine responded, "I'm not asking them to make an example of him as an individual only as an attitude. A committee spokesman said Ford had tried to show Devine the \$515 billion figure would not be seen as a threat by most people because, "it is an actuarial figure projected so far into the future with so many variables and imponderables,

and it doesn't take into account that the government is an on-going thing." Ford's message was that Devine's figures are unrealistic because the government is not going to go broke and disappear, leaving federal retirees penniless, the spokesman added.

In his speech, Devine labeled as "nonsense" the idea government spending has been cut too much. Using OPM as an example of how to wipe out the federal deficit, he said the agency has saved \$15 million by cutting its work force by 25 percent and its salary and expense account by 8 percent. OPM's workers are not bumping into each other anymore and we're doing a better job," he said.

Another \$117 million has been saved since 1981, he said, by making departments and agencies prove they would actually fire workers if OPM did not grant the authority to offer early retirements. By also reducing disability retirements by 40 percent and increasing the amount federal employees pay for health benefits, Devine said, OPM has saved about \$2.6 billion.

If changes in the civil service retirement system were added to the list, OPM could save about \$53 billion overall, he contended. "If we take these savings—the ones that we've made and the ones we've recommended," Devine said, "we wouldn't have any deficit today." He added: "If we could do that throughout government, and we can, we can turn this country around."

Devine said, "The battle isn't about the budget. It isn't about deficits. It isn't even about spending. It's about the nature of this country." OPM and the Administration act as they do "not to save a couple of dollars, but to save liberty," he said. "Liberty can't exist if government is too large," he said, asserting that the nation, under the Reagan Administration, has turned the bend of the future in the budget." ■ *Reprinted with permission of Federal Times.*

BABY BOOM BOSSES!

Uncle Sam's
Newest Supervisors

By David A. Turner



She is a child of the second half of the 20th century. Kristina Nygaard owns a lovely home in the nation's capital, has raised a temperamental Cocker Spaniel named Mandy, dotes on her prized collection of antique toy soldiers and works for the American taxpayer.

Demographic gurus would identify her as a highly successful but typical "Yuppie" (Young Urban Professional). Sociologists track her for trends among "baby-boomers" and Madison Avenue fawns over her "Now Generation" desires.

But Kris is a very special member of that generation which now comprises over 45 percent of federal employees. In addition to being one of many skillful attorneys at the U.S. Federal Energy Regulatory Commission, she is cutting her teeth on her first major supervisory assignment.

Within her agency's Office of the General Counsel, Nygaard is responsible for the productivity and career well-being of 27 other professional, research and clerical employees.

It's 1984 and America's baby boom generation has just nudged its way into yet another challenge—winning and succeeding at supervisory-level jobs in the national government. High achievers born in the wake of World War II must feel it is their destiny to challenge the status quo as they surge through crowded school systems, traditional mores and, of course, tight housing markets.

For Nygaard and other leaders of this generation, Washington's career game must seem a bit *deja vu*. As usual they face shortages of player positions, outdated rules limiting how supervisors can succeed with labor and they face odds heavily stacked against the possibility that true merit can determine competition winners.

Washington's establishment, meanwhile, has bet heavily these youngsters would play along quietly, ignore civil service reformers and not risk perceived job security by being "rate busters" and "raising" the unofficial productivity caps which older employee groups subtly have called "game limits."

They're hungry

But observers have been caught off guard once again by this generation's gambling attitude.

"The surprise is that they're not looking for security, they're hungry

for leadership," Navy Commodore Grace Hopper, 77, tells **Management**. "If the 'system' will show some backbone," continues the no-nonsense and much-admired manager, "young, new supervisors will help beef up the civilian work ethic. They'll demand more (supervisory) authorities and take risks. In fact, I wish they'd axe through government's mid-level deadwood."

The surprise is they're not looking for security, they're hungry for leadership.

Listening to the tiny, silver-haired lady, one almost can hear her shout, "Here's the beef!"

Offering his own roundhouse swing on the topic of productivity, *New Republic* executive editor Morton Kondracke tells **Management**, "Maybe it's been the recession, the talk of RIFs or mounting excitement over the shift from labor intensive industries to the hi-tech stuff. Maybe it's a cumulative crack of the whip in an economic cycle. But lousy service which had been getting past supervisors simply isn't tolerated by young, aggressive bosses. Perhaps, people just got sick of all the goldbricking." Government is not exempt from these trends.

Their qualifications for tomorrow's supervisory jobs? Most young employees who are eligible and edging into management's front line have completed unprecedented amounts of graduate college work. They've spent nearly a decade familiarizing themselves with the work skills of space-age federal programs. And they bear almost none of the cynicism against top management which the Great Depression carved into three generations of middle-class Americans.

Most unexpected, however, is a timely convergence of forces. The youngsters' determination to beef up the work ethic and shake up federal productivity is backed by a Presidential-level decision to help new supervisors achieve these goals. Players in the campaign to better equip gutsy young leaders include a handful of management careerists in mainline training circles and members of the White House Cabinet Council on

Management Administration. Director Donald J. Devine of the Office of Personnel Management (OPM) is a major force driving the reform coalition. He serves on the Cabinet Council and directs what one pundit has tagged the "principal's shop over at OPM."

Since coming to OPM, says Devine, "I've been surprised constantly by the quality and quantity of work young supervisors are demanding from their employees. Helping these achievers is one reason I'm strong on pay for performance systems. They want tools and reward devices which work in real-life offices. A good attitude and sheer determination on their part is only half of the solution. If the people of America are demanding that they increase government productivity, then we also owe them some new ways to motivate employees."

If the experts are correct, and the "Class of the '80s" instinctively does view itself as part of management's team, it is an impression President Reagan appears ready to reinforce.



No more 97-lb. weakling

Ralph Bledsoe, a former careerist and private industry executive, met with **Management** in his corner office at the Old Executive Office building and outlined the White House philosophy. He has been appointed to serve in a political position as Assistant Director for the President's Office of Policy Development. He says goals such as implementing stronger supervision authorities and "revitalizing" pay scales for supervisory jobs are "instinctive" causes for the entire top

tier of Reagan appointees. "Better business practices and paying greater attention to personnel management are second nature to these men and women," says Bledsoe.

"President Reagan considers himself the start of a management chain which stretches from the Chief Executive to first-line supervisors. Productive, bottom line-oriented supervisors who carry out agency policies are going to have an unprecedented degree of support from the top."

OPM has just issued a *Federal Personnel Manual Letter* containing the first clear statement that supervisors are part of a top-down management chain (Chapter 412). Supervisors are now responsible for supporting agency and executive branch initiatives. The

agency's new Assistant Director for Training and Development Ann Brassier says it is a critical item on her agenda to educate supervisors about their role as part of management's team. "There is a general recognition supervisors are the ones who make a difference in productivity," says Brassier, "but we need to strengthen our training program to ensure new federal supervisors understand their roles."

Lean machines

Bledsoe says issues such as the grade bulge, cash management, employee health and safety, performance incentive mechanisms, field structure layering, workspace planning, trimming back personnel red tape and the wide-

ranging "Reform 88" have the President's attention. "He has made more than two dozen Presidential decisions on management issues which will provide goals, guidance and opportunities for tomorrow's supervisors. His degree of involvement in Executive Branch management is broader and deeper than that of any modern President." These problems are now being addressed by a top level Cabinet Council, which the President chairs.

Young, new government supervisors will help beef up the civilian work ethic. They'll demand more authorities and take risks.



Grace Hopper

"One of the major problems we face is that top management doesn't pay sufficient attention to selecting people for supervisory jobs who ought and want to be there," says Bledsoe.

"This is basic stuff for private industry but it gets short shrift in government. We aren't willing to re-evaluate—in a humane way—situations in which we've placed the wrong individuals."

"What I mean is we don't help supervisors recognize when they're in the wrong place. And in cases where a ranking superior dares broach this problem, people up and down the chain suspect it's some kind of political move. It's important how we prepare and maintain our leadership pool."

No more pot belly

Trimming the numbers of overlapping and overgraded supervisory positions generated during the boom days of federal personnel inflation is a problem facing not only Washington, but one which challenges bureaucracies throughout the world (see *Management* Volume 4, Number 3). Washington insiders have nicknamed this particular reduction project the "Battle of the Bulge."

A slimmed management system should be a more effective system. But OPM officials say any "diet process" must insure the most capable individuals are kept (and recruited) in the public administration field. This guarantee, they say, is the reason OPM has devised a system which

looks at trimming the bulge well within the attrition rate: and focuses on rewarding and evaluating employees according to their job performance. It also is the reason OPM has fought to de-emphasize status quo-guarantees for seniority during large-scale personnel changes.

Does a talent ladder and a talent "safety net" exist? Have enough merit performance reforms cleared legislative and judicial review during the past six years to protect high caliber young men and women during upcoming shifts? Devine says the Civil Service Reform Act of 1978 was "a vitally important beginning. But much more is needed. That's why we're working to strengthen pro-merit and performance-oriented measures."

Stakes are high in the competition for first-line leadership jobs. Young achievers are very much aware of the lucrative rewards further up the career ladder. During the last three years, President Reagan has raised pay levels for executive positions by 30 percent. And he increased the supervisory pay differential for blue collar supervisors too.

But access to the first rung of this ladder remains blocked. How large a window in the job market do officials plan to open for tomorrow's leaders?

Mac gets his chance

The biggest single factor in this process is an anticipated changing of the guard among employees of different

Demographic gurus would identify her as a typical 'Yuppie'

generations. Retirements by American managers who are veterans of Korea and World War II will hit a peak during the next three years. Government, of course, is not the only large employer coping with this massive talent exchange.

Firms like General Electric and So-cal have spent much of the last decade plotting strategies to ease their leadership tiers through this transition. Because many of the current heads of Washington departments come from managerial backgrounds in these types of corporations, they have been anticipating such changes in

their agencies' work forces.

Officials like Malcolm Baldrige at Commerce and FBI Director William Webster quietly have taken a hands-on approach throughout this period. They are using ongoing retirements as opportunities to re-shape and fine-tune management practices in their departments.

Over the next three years, an estimated reduction of 40,000 positions in the most bloated ranks will be gleaned through this ebb and flow process and through direct budgetary actions. Only attrition, not firings, will be used to achieve specific Battle of the Bulge goals.

Clearly, a number of other changes will impact this campaign to rebuild thousands of log-jammed career ladders which hopeful employees must climb in order to become first-line supervisors. Factors include a significant number of promotions for distinguished supervisors moving into mid-management jobs made available by retirements at upper levels. Contributing to the 40,000 target figure will be increased use of private contracting services in certain federal activities.

Management asked OPM planning chief Timothy Hunter how he interprets terms like "position bulge" and "grade creep?"

Kris Nygaard



"The future grade structure," says Hunter, "should approximate the grades for similar positions in 1965-70. Salaries paid for performing basically the same tasks shouldn't exceed levels which managers previously used to handle similar work—adjusting for inflation. When it does, you have a 'bulge' problem.

"Of course," Hunter continues, "some bulge reflects normal, evolutionary changes in work force configuration and economic reality."

The expansive personnel environment of the 1965-1980 period fueled agency growth. Employees were sometimes promoted into supervisory posts for no better reason than it was the easiest way to grant salary raises. "Those used to be the unwritten rules of our game," adds Bledsoe. "But this has to come to a halt. We cannot swing back to old industrial staffing techniques but we must seek new pay

The Class of the '80s instinctively views itself as part of management's team, it's an impression President Reagan is ready to reinforce.

and incentive systems that fairly reflect a job's worth. Current bulges can be handled through attrition—with goals set according to each agency's special history and needs."

Big muscles in seven days

In an environment of redirected resources, contracting competition and expanding automation, the 1980's work force contains fewer supervisors handling more work. These first-line managers are the muscle in a leaner office of excellent performers.

They are the "tough-minded" achievers described by authors Thomas Peters and Robert Waterman (*In Search of Excellence*) who possess "a strong sense of personal accountability." The experts interviewed for this article say today's new breed is flexible and responds very quickly to policy and technological changes. Realizing performance ratings and rewards come from a productivity, quality conscious and competitive upper management, these supervisors are insisting on top quality performance—and conduct—from their own employees.

To achieve such quality, strong supervisors now express a willingness to use tools which supervisors who worked in less demanding eras viewed as excessive or unnecessary. Such measures include preparation of accurate performance standards, familiarity with reward options for

Key Players on Management's Team

By Donald J. Devine

One vital person in our system makes government work—the supervisor.

While work may seem a simple and direct mission, it takes on new meaning when applied to the complexities of the federal government in 1984. But the battle to make government work better can be won through the success of this one vital person.

Consider for a moment that the first-line supervisor is management's link to front-line producers. The supervisor—more than anyone else—directly affects both efficiency and productivity. Recognizing the supervisor's role is critical to any discussion about improvements.

That's why I am personally committed to supporting supervisors throughout our government in their efforts to motivate employees to perform vigorously and efficiently. For too long, our supervisors have been entangled by the red tape of obsolete personnel policies—policies this Administration is reforming. Having served in the private sector myself some years ago, I know the problems our supervisors face. Private-sector supervisors have

something going for them—broader authorities to reward and to motivate their subordinates.

During my tenure at the Office of Personnel Management, many supervisors have told me of their frustrations when dealing with employees and motivating achievers. Preliminary results of the recent Federal Employee Attitude Survey show 72 percent of the supervisors, executives and managers report they don't have enough authority over their subordinates' pay. Respondents also favor extending the merit pay system beyond its present coverage of upper-level supervisors and mid-level managers (GS-13 to GS-15). According to a survey by *Working Woman*, first-line supervisors "crave" many performance-related incentives. At the top of their "wish lists" approximately 60 percent of respondents demand "pay tied to job performance." Most of those in starter management jobs, according to the magazine, "feel they lack tangible rewards for their efforts."

The Administration's recommendations to extend merit pay (according

to provisions in the Civil Service Reform Act of 1978) will provide supervisors with more of the muscle they seek to achieve results in their departments.

In short, it is grossly unfair to hold supervisors responsible for the performance of others while withholding from these managerial representatives the authority to judiciously reward. I intend to provide tomorrow's supervisors with a greater share of the personnel clout which has been granted to managers in the '78 reform law.

It is imperative the young men and women who now are moving into supervisory positions for the first time in their careers view themselves as part of the management team. They are working to make concrete the American people's demand that government work better. Public service means serving the public. Our young emerging supervisors are the core of our potential for reestablishing the credibility of the civil service. I have no doubt they have the talent. All they need are the right tools and the promise of the rewards they will so much merit.

achievers and possession of a confident grasp on steps to correct misconduct and sloppy work.

These "second profession" skills are not innate. They develop gradually through experience, independent study, membership in professional organizations and classroom training.

Automation also has changed the office environment but this is clearly an area in which young supervisors have an edge. Personal computers make it easy for managers to monitor the status of work assignments, update performance standards, document employee conduct and communicate quickly with their workers. Rather than enlisting in the rear-guard activities of employee groups opposed to technological change, the advance guard among these younger leaders is demanding training which will help them ride the automation wave.

Management mentor Peter Drucker has been one of the first to foresee an emerging gap between yesterday's and tomorrow's leaders. "Most rank-and-file workers have little difficulty adapting to automation," says Drucker of baby boom-aged employees, "but their (bosses) do."

"To benefit from changes in technology, industrial relations and demographics," writes Drucker, "we need a stronger, more confident, more responsible first-line supervisor."



Send for a Charles Atlas course

This development presupposes a major change in public administration education. Instructors must begin to address the demands of real-world government and supply their students with useful supervisory techniques.

The need to support this trend is apparent to authorities in both the legislative and executive branches. The Congressional Government Accounting Office has released preliminary results from its pilot assessment project on the topic. GAO's study endorses "training transfer" initiatives aimed at revising classroom curriculum (*Federal Trainer*, Winter, 1983/4).

Responding to student demand for instruction which will have real, on-the-job meaning, activists in the "training for impact" movement have issued a hard-core challenge to the federal personnel profession. Learned skills must be transferred from classroom to actual productivity improvements in a supervisor's office. Simply being exposed to these skills doesn't mean a trainee will run a productive office. Supervisors must have a firm grasp on these tools—and be encouraged to use them by management—or they will be passed over by stronger, results-oriented competitors. As Will Rogers puts it, "Even if you're on the right track, you'll get run over if you just sit there."

Training reform is sweeping both public and corporate training centers—although their approaches are not identical. Westinghouse's assess-

Our training program must ensure new federal supervisors understand their roles.

ment center pioneered "impact training" in the early 1970s. Their initial program was aimed at helping company execs decide which blue and white collar employees should be promoted into supervisory jobs. Westinghouse Manager of Personnel Development Michael Pifer tells **Management** all candidates at his assessment center have been singled out by mid-level managers as potential supervisors. An "inventory assessment" Pifer helped design measures candidate skills in categories such as productivity achievement, leadership and problem-solving.

Assessment center candidates who are not moved into supervisory slots after undergoing the evaluation receive training to correct deficiencies identified by the inventory. These employees are re-evaluated later to check on their progress.

OPM is placing finishing touches on an assessment tool to help federal supervisors take stock of their skills. Designed by Brassier's Office of Training and Development, the new Supervisory Excellence Inventory will fine tune measurements offered now through inventories used by upper and lower level management trainees.



Bad Apples



mis fit su'per vi'sor (mis'fit soo'per viz or), n. 1. not satisfied when fulfilling oversight functions. 2. does not view him/herself as part of managerial hierarchy. 3. has difficulty transferring upper management goals into projects for implementation by subordinates. 4. often a self-identified attitude which surfaces when a program specialist moves from non-managerial to managerial-level positions strictly for salary reasons.

The term "misfit supervisor" has emerged from a disturbing finding in a recent nationwide survey of 7,000 supervisors which indicates "one in every five supervisors crossing over from employee ranks into management reports he or she would return if they could do so without a reduction in pay or loss of face." The survey was conducted by James Madison University School of Business researchers Lester Bittle and Jackson Ramsey.

"Supervisors have the final responsibility for ensuring management goals and plans are carried out by the men and women who actually put their hands on the work," state the researchers. Unfortunately, many are unhappy in higher positions.

The survey on supervisory morale and performance is the largest sample of government and business supervisors ever collected. Examining their results, Ramsey and Bittle claim most supervisors are generally fond of their work and concerned with what happens at the office. A majority feel good performance is likely to be rewarded by a promotion or a pay raise.

However, a "significant" number of supervisors register attitudes which are far more negative and they display less self confidence

than the more satisfied majority. These self-identified "misfits" show substantial variations from their peers in attitudes toward pay, job satisfaction, managerial alignment and "cross-over" from non-management to management.

During the crossover period, differences begin to emerge between the "fit" and the misfit group. Even at the early stages, half of the misfits report they already wish to return to non-supervisory work. The situation worsens for these individuals. Once into the job, fewer than 24 percent of the misfits regard themselves as part of company management.

"Unpleasant solutions," say Ramsey and Bittle, are the only approaches managers have for handling misfits. "They are bad apples that sour the barrel. In Japan they demote such individuals and allow them to keep their salaries until general increases catch up with them.

"In U.S. offices, greater care should be taken when choosing supervisors," say the researchers. Most executives are reluctant to use any measures except early retirements, additional training and an occasional reorganization to get misfits back into staff work. ■

Mary Ann Maloney

Mac meets the beach bully

"The presence of unions," writes Edward Wolfe in *Training and Development Journal*, has done much to diminish the authority of the supervisory role... The supervisor who has to deal with a union as well as workers, must get work done, but is limited in some activities by provisions of the collective agreement.

"In many ways, unions have diminished the supervisor's power and right to deal directly with workers."

Wolfe's observations may reflect accurately the dilemma of public, as well as private-sector unionism. However, the emerging breed of younger supervisors appears—once again—to be bringing unanticipated strengths and attitudes into their new positions.

Unions have done much to diminish the authority of the supervisory role.

Career labor-relations experts at OPM say informally that baby-boom generation supervisors display a remarkable tendency to deal head-on with labor problems which come between them and productivity goals. They also tend to identify with these goals and with the outlook of agency leadership. "Ten years ago," says one union observer, "new federal supervisors were reluctant to surrender their union cards... But the new kids don't view themselves as advocates for a supposedly oppressed rank-and-file mass."

Federal Managers Association leader Bun Bray characterizes the attitude today's bosses have toward their subordinates as "confident, graceful... These men and women have learned the ropes. They're willing to court employees in order to get what they want. They reflect modern sensibilities. And yet, they're even less likely (than older supervisors) to surrender anything important to a disgruntled employee." To help these learners prepare for future labor-relations situations, management trainers and policy experts are churning out straight-talking courses and no-nonsense handbooks. These are aimed at making sure young supervisors are well armed when they seek improved performances from staffs

which, in most cases, will continue to shrink during the next decade.

Trainers recognize that if these supervisors are left untutored they will make mistakes.

For example, one uninformed young supervisor placed an employee on leave without-pay (LWOP) because of poor performance. Expecting an employee to improve his work while sitting at home "makes about as much sense," quips Ann Brassier, "as waiting for a suspended student's academic work to improve." LWOP is an excellent tool for conduct-related problems but youngsters must be taught how to flex their authorities without making mistakes.

Sweat and guts

A number of corrective actions are available in cases of chronic poor performance which cannot be corrected through on-the-job guidance or with employee training. One such is to deny a within-grade increase. In poor conduct cases, a supervisor's arsenal of heavy duty options range from actions like reprimands, admonishments, suspensions of 14 days or less, to steps such as reductions-in-grade and removals.

Supervising Employee Performance and Conduct, a three-day OPM course, encourages supervisors to use their legal rights and authorities. And because collective bargaining arrangements often mean management authorities will differ slightly from

ance or conduct can't be corrected informally." OPM's very popular *Taking Action on the Problem Employee* is available at most agencies or from OPM directly, to help supervisors deal with this difficult problem.

All experts agree performance appraisals are the finest tool which supervisors have in their arsenal. And this tool can be applied to even the toughest situations. For example, should a serious disagreement over job objectives occur between a supervisor and an employee, Andrew Grove offers young leaders the following advice in his new book, *High Output Management*.

To make things work, subordinates do not need to side with you. You only need them to pursue a course of action decided upon.

agency to agency, OPM instructors can tailor the on-shelf course to a particular department's situation.

Jerry Walsh, chief of the federal government's new Center for Performance Management at OPM, tells **Management**, "It is in the area of managing for employee conduct and performance where supervisors have the greatest difficulty. They need to know exactly how to handle these problems and be willing to take action against an employee whose perform-

"Your fundamental purpose is to improve the subordinate's performance... To make things work, subordinates do not need to side with you. You only need them to commit themselves to pursue a course of action that (management) has decided upon.

"There seems to be something not quite nice," continues Grove, "about expecting a person to walk down a path he'd rather not be on. But on the job we are after a person's performance, not psychological comfort."



Boy, it didn't take long

Role models of all ages abound for new supervisors. Jack Gray is the civilian fire chief for the Army's fire station at Fort Detrick in Frederick, Maryland. Recently, Gray has been named "Outstanding Supervisor in Trades and Crafts" by Baltimore's Federal Executive Board.

Gray came to his job in circumstances which are increasingly common. Budget cuts had reduced his staff by half and moved one of its fire engines. A stack of promotions for his employees was nowhere in the cards and morale was bad. In order to carry out his basic fire-fighting mission successfully there seemed to be only one solution—fewer fires. "I motivated my 16 employees," Gray tells **Management**, "by changing their attitude about fire fighting. Each member of my team was given dual responsibilities—be a fire fighter and a fire-prevention inspector.

"The goals set by upper management were demanding but I passed the initiatives on to my staff." To reduce his team's high turnover rate and to help him supervise several "borderline" discipline cases, Gray took training courses on performance management, appraisal procedures and, of course, labor relations. These were in addition to basic supervisory courses.

"I've achieved some success because I prepare very specific performance standards, discuss employee progress throughout the year and hold workers to the expectations described in their standards," says Gray. "There are no

Elementary Education

Office of Personnel Management offers three basic supervisory courses which are careful adaptations of state-of-the-art curriculum offered in a handful of leading corporate and academic institutes. Would-be supervisors are cautioned that completion of these courses is just a starting point for tomorrow's leaders.

Introduction to Supervision (five-day course) is designed to help employees make a successful transition from worker to supervisor. Instructors emphasize ways a new boss can perform as part of the management team, set performance standards and discipline subordinates.

Basic Management Techniques (five-day course) focuses on the primary supervisory skills of organizing day-to-day activities in a heavy workload office and using office technology to lighten this burden.

Supervision and Group Performance (five-day course) teaches budding supervisors to create a work environment in which employee behavior enhances rather than hampers office productivity. The class offers techniques on how to manage conflicts which disrupt office productivity.

To motivate best-effort performance, the strong supervisor needs specialized training. Three additional courses on performance management are available.

Managing Performance (three-day course) is new and gives up-to-date information on performance management regulations. Linking agency goals to actual performance plans is emphasized, as well as using merit pay, promotions and awards to motivate good performance.

Individual Performance Plans: A Workshop (two-day course) teaches supervisors to create subordinate performance standards which reflect office work plans and to revise plans as office goals slowly change.

Performance Appraisal: Counseling and Feedback (three-day course) emphasizes specific communication skills needed when discussing performance appraisal and real-world methods to insure performance expectations are understood.



Model supervisor Jack Gray

surprises at the end of the evaluation period."

This year two of his employees, Gerald Stansbury and Steven Heller, are receiving large cash awards for designing a utility pouch used on fire fighters' breathing equipment. The device is to be utilized government-wide in the future.

For role models in their own generation, supervisory hopefuls need look no further than Nick Tranto, an award-winning supervisor who clearly reflects the same strong attitude projected by Fire Chief Gray. Tranto is a young leader on the way up with IRS where he heads a 15-person examination group. When asked if he has any tips to pass along to his peers he comes straight to the point.

Here's the beef

"On occasion, I have used opportunity letters (written reprimands) which give an employee 90 days to improve his performance or conduct." Tranto's letters lay out any deficiencies and suggest ways for the employee to improve. "It is," Tranto confides, "an

excellent way to correct poor conduct habits."

Instinctively, he offered the kind of tip any new first-line director would appreciate. And he got to the meat—the beef—of the subject without over qualifying and without the obfuscations which "leaders" used to drape over such hints when pressed for advice.

Tranto also points out that his superiors take an interest in his development and in office productivity. Everyone in the shop is aware of shifts in the productivity expectations sent down from the front office. He does not play games with such important information. Accountability to management is reflected in the performance standards and daily goals of his IRS staff.

Echoing the sentiments of Kristina Nygaard, Chief Gray and each of the personnel reformers interviewed by **Management**, this young supervisor concludes, "My employees know how well they're doing—and so do I. In this office, all of us are accountable." ■ *Contributing to this article: Tierney R. Bates*

Show: Drucker's Superman Supervisor

By Michael W. Orenstein

The Manager and the Organization. BNA Films. Narrated by Peter Drucker. Six cassettes. Inside every mild-mannered supervisor is a Superman waiting to fly onto the scene like a speeding bullet, change the course of mighty bureaucratic rivers and able to bend iron clad—though obsolete—management techniques with his bare hands. It's possible, says management mentor Peter Drucker.

To personify this image into a new breed of managerial types, the federal government is striving to strip away its mired-in-mud image.

Author and college prof Drucker has prepared an insightful six-part film series which examines office challenges from the supervisor's perspective.

According to Drucker, effective management need not entail flying in, shouting "good-mornings" while stumbling over the water fountain, making phone calls, returning calls, single-handedly battling with next year's budget as if it were a game of solitaire, agonizing over a project's failure because your instructions were misunderstood and returning from a fast-food lunch to an encore performance.

Sound familiar? Take a deep breath. "Organize," says Drucker in his Kissengerese voice, "and take control. Remember, you are paid to manage the office, not to let it manage you."

Three of the six parts are ideal for aspiring managers: *How to Work With Your Fellow Managers*; *Helping People Perform—What Managers Are Paid For*; and, *How To Take The Right*

Risks—The Manager as Decision Maker."

In *How To Work With Your Fellow Managers*, Drucker cautions bosses never to assume their grasp of a situation is a vision shared by managers with different areas of expertise. Faulty communications and myopic understanding of interrelationships will only produce headaches.

Managers spend the bulk of their time with their peers. Use this time to share program information and to exchange project up-dates. Drucker suggests the key to understanding the intrinsic relationships between cooperating offices is to step into the shoes of the other manager. What is it he or she needs to complete their phase of the project? How can you facilitate their job?

Helping People Perform—What Managers Are Paid For. Webster defines managing as the ability to "control, to conduct or direct affairs," to which Drucker adds the concept of "motivation."

Drucker acknowledges shrewd managers do feed employee egos those little things which encourage rather than discourage performance and communicate a willingness to help and listen to problems. Supervisors understand that motivating staff is an integral part of managing. Ego strokes and individual idiosyncracies, however, must not interfere with, or take the place of a disciplined, organized staff.

The alert manager observes and

knows each employee's strengths and weaknesses and exploits available talents to maximize contributions.

Drucker deeply espouses the merits of performance and appraisal standards. Knowing how each employee fits into the overall scheme of things is Drucker's first step in establishing an evaluation system.

How to take the right risks—the manager as decision maker. Viewers learn that an office without a decision maker is like a computer without chips. The machinery is there, but it cannot function. Drucker's decision maker instinctively asks what does the problem require to be solved and what resources are available to solve it?

Developing policies to deal with recurring problems is essential. Drucker resists the "problems work themselves out" mentality.

Peter Drucker's approach to managerial techniques has been called "hardballish" and "insensitive." Perhaps, his philosophies really are not new. Maybe they've been around longer than President Reagan and the Statue of Liberty. But Drucker musters up the courage to say, "Look, you're not doing this right. This is how reality (not managerial theory) works." His common-sensical ideas abound with maneuvers which fortify Superman supervisors against the gobbledygook training advice which kryptonite-wielding experts from the 1960s used to proffer to unwitting bosses. Let's hope film producers will turn out more in this new genre.



Underpaid Incentives

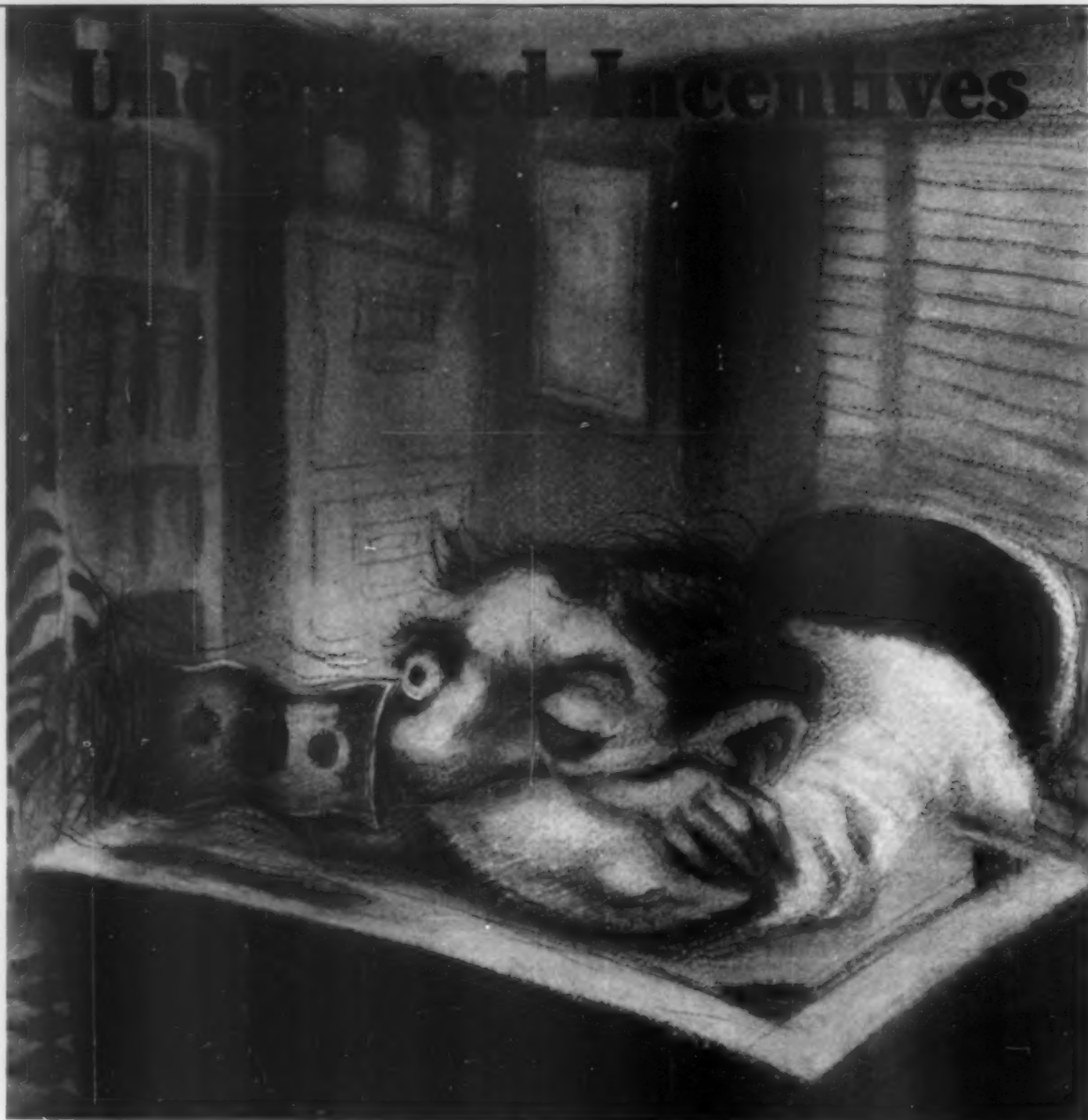


Illustration by Brian Ajhar

*Maybe if we divide
by the square root of pi*

By Timothy A. Sullivan

I don't know why professors talk this way but they do: "Money performs as a motivator in two distinct ways, as a representation of abstract purchasing power and as a barometer of relative success in the market."

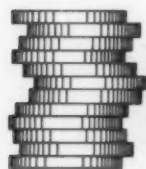
For one, I'm not sure money can perform—something to do with attaching active verbs to inanimate nouns. For two, without some analysis, that sentence doesn't make any sense. And his following sentences don't get much better.

Quotes the professor, "According to Adam Smith, one unique characteristic of man is his 'propensity to truck, barter and exchange one thing for another' (A. Smith, *Wealth of Nations*, Cannen ed., Book 1, Chapter 2)." Thank you, Adam.

Translation

In case you haven't sorted it out, here is what these learned folks are trying to tell us. People like recognition and people like money. Lots of money. The more the better. They like recognition because it gives them some status. They like money for what it will buy. And people (Lord knows) will do almost anything to get some of each, or, preferably, a lot of both.

Some people will put suction cups on their hands and crawl up the face of skyscrapers in an effort to become famous. Others will rob banks and spread mayhem to become rich and famous.



"When individuals exceed their job requirements, give them a raise, they're saving you money."

But most people—you, me, the guy next door, almost everyone (except my brother)—strive for money and recognition in the most conventional of ways. We work for it.

What do you do when you want people to work for you? You pay them money and give them recognition. What do you do to make people work harder? You pay them more money and give them more recognition. What do you do when they aren't working up to standards? You cut the praise and the money.

Basic concepts and it's nice to know that Adam Smith noticed them, too. At least we're in good company. But regardless of "representations of abstract purchasing power" and "barometers of relative success" and "propensities to truck and barter," we know that people work for two things.

Money talks

Money talks, so if you want somebody to sit up and take notice, talk money. You're a federal manager. Look outside your office. See all those people? Why do you suppose they're out there? Well, they like their jobs and feel a certain commitment and challenge in their work and they get some psychological satisfaction from being productive. But why are they really out there?

They're out there to make money. Trucking and bartering their hearts out, swapping their time and effort for a sickly green, 7x3-inch-card, riddled with perfect little rectangular computer holes, with their name on it. A card with numbers preceded by a little symbol which performs as a representation of abstract purchasing power. A symbol which, as part of its performance, sings, dances, whistles, plays the clarinet and says one thing... AMERICAN DOLLARS. This is the symbol: \$.

That may sound crass and greedy. It isn't. And the less embarrassed we are by the fact we like money, the better it can be used to motivate employees.

"But my people already get raises," you say.

Sure they do and that's good. When individuals perform well, meeting or exceeding their job requirements, it's worth giving them a raise because they're saving you money.

But that kind of performance is fairly common. What about those people who do outstanding work, either overall or on a specific project? Or those who, through creativity and initiative, have come up with an idea which has turned out to be quite valuable? What are you doing for them? What can you do for them?

Incentive awards

Go to your den, grab the United States Code and look up Title 5, Chapters 45 and 54. For those of you who don't have a personal set of such volumes (or a den for that matter),

what you will find there are authorizations for incentive awards for federal employees. Awards which can range from a certificate of appreciation to \$35,000 cash, depending on how much benefit is derived from the achievement.

That's what you can do for your outstanding employees. Under the incentive awards program, employees can be recognized for individual or group performance beyond job requirements, and for suggestions, inventions or one-time special employment-related acts of services in the public interest. In short, you can give your employees more of what they're really working for—money and recognition.

Special achievements

The most widely used incentive awards are for "sustained superior performance" and for "special acts or service." Individuals deserving such awards are fairly easily recognized. The guy who over the last three years has taken on every project under the sun and completed them thoroughly and ahead of schedule. He's also probably the guy who has put off his vacation three times, come in when he was really too sick to and has consistently stayed late or come in early.

The problem in recognizing that kind of performance, however, is that, as a manager, you get used to it, forgetting it's special. I've witnessed managers getting so used to a conscientious employee coming in early, that when he comes in on time, the manager wants to know why he's "late." So the moral of the story is, don't forget the people who go out of their way. Even when it becomes commonplace.

In the case of special acts or service, a manager has to be aware of what is truly special. Say a secretary finishes all of her letters, mailing and filing? Good work certainly but special service? Probably not. Unfortunately, though, many managers tend to accept this kind of solidly competent work as special.

"But she did her work." Of course she did. That's her job but that's all it is. Rating it special only lowers the work standard for the entire office. Don't do it.

Which isn't to say when you overload the same secretary with addition-



(continued on page 29)



BULK THE B

In Body an



Pictured (l-r): Interior Health Club instructor Hope Cullen, Powerhouse's Karen Vassar (pictured with Karen on contents page is Jay Muzychenko, Int'l)

WALK UP TO THE BEEF

Body and Spirit

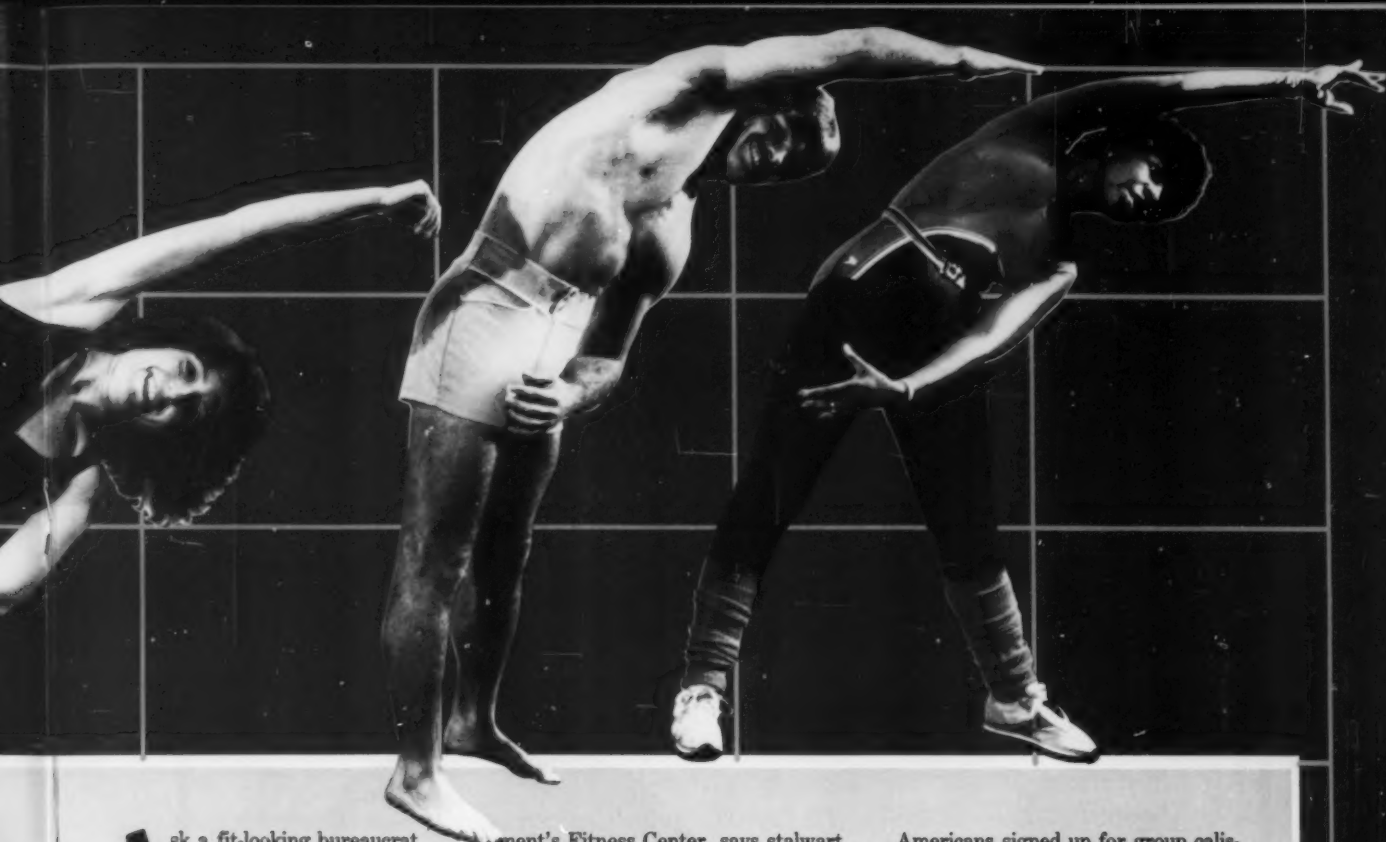


chenko, Int'l. Managers Assn.), Customs gym's Don Gilman, Gilman and Brenda Banks, Pres.

KUP BEEF

and Spirit





Ask a fit-looking bureaucrat about her or his program planning and you may get an earfull on tricep extensions and lateral raises. Bodybuilding and aerobics have hit federaldom with authority.

Old images of easy-going excess and federal fat have been shed. While today's "get tough" professional attitude sweeps through the ranks of an emerging generation of young supervisors, it is being paralleled by two trends dramatically more physical in nature.

Young, lean, mean managing machines of the mid-80's have spread from the West Coast to Washington, and from the ranks of innovative corporations into the personnel rolls of a reduction-conscious federal system.

In D.C., downtown gyms are enjoying a wave of popularity. Bob Bernhards, manager of Interior Department's Fitness Center, says stalwart sports such as jogging and basketball "remain popular... but the 'in' activities are bodybuilding—a big new hit with women—and aerobics classes for both sexes." Clearly, these sports are popular with Young Urban Professionals in government (Fed YUPPIES), but the young aren't the only enthusiasts.

Expecting a somewhat less gregarious response, **Management** asked why President Reagan works out with Nautilus machines and barbells? Does he want to tune up his 73-year-old cardiovascular system? "Heck no," answers the First Body, "I'm developing my upper torso to improve my arm wrestling."

Aerobics

"Not since the 'physical culturist' fads of 1910-1940 have so many adult

Americans signed up for group calisthenics sessions and big-sweat, pump-iron programs," says David Boelke of the federal triangle's Powerhouse Gym, "and federal employees are gung ho on the aerobics concept."

Fitness-conscious officials headquartered in Washington are invited to shape up at a muscle-conscious gym owned by the Justice Department (633-3930), aerobicise at Interior's magnificent facility which is operated by a private contractor (343-5756), or sign on with the Bureau of Custom's Health Club (566-8686) managed by Suzie Rainville. Any federal employee may join and all three clubs offer coaching in both weight training and aerobics.

Government health facilities are financed by annual membership dues and are not operated as free services for employees. ■

"Show me an investment that combines the value of market-based interest, the safety of a guaranteed minimum return, advantages of special tax status, and the backing of the U.S. Government . . . and I'll sign on the dotted line."

— Go get your pen.

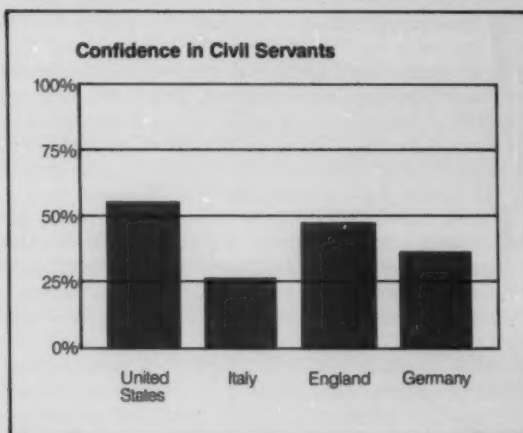
Today's Savings Bonds offer you all this and more. So sign up for our Bond-A-Month plan — or ask about Payroll Savings where you work.



WORLDLY WAYS

Bureaucrats rate higher with Americans than they do with Europeans, says Scottish researcher Richard Rose. Although a solid 45 percent of Americans have little or no confidence in their civil service, the U.S. is the only country surveyed in which a majority (55 percent) respect their public work force. Rose, who directs public policy studies at Strathclyde University in Glasgow cites polls in which only 26 percent of Italians register confidence in civil servants. In Britain, only 48 percent trust Whitehall and in Germany the figure falls to fewer than 36 percent. How fares the U.S. Military in this popularity contest? Our men and women in uniform get high marks from 81 percent of Americans.

French civil servants held a one-day strike in March when negotiations to restore their 1983 purchasing power failed. However, a disappointing 31 percent of the work force participated. An 8 percent pay raise last year was accepted by labor with the caveat inflation would be held to that rate—inflation hit 9 percent. Government's offer—a lump sum equal to \$64 dollars and a 1 percent pay raise starting April 1—didn't satisfy the Communist-led Confederation Generale du Travail (CGT) and other employee unions. Civil Service Minister Anicet Le Pors (a former CGT official) broke off talks when the unions demanded full indexation. According to the *Washington Post* most Frenchmen register little sympathy for the unions, "French civil servants often are unpopular among other workers because they have secure employment and a 39-hour week."



"Bourgeois" civil service. Minister Le Pors also faced a challenge on this side of the Atlantic when Office of Personnel Management General Counsel Joe Morris debated the French Civil Service Minister at an Indiana University colloquium. Morris, a native of Gary, Indiana, says civil service "should not become a welfare program. Pay, benefits, security and prestige should not be merely the subsidized objects of consumption. They should be the rewards of efficient production." Le Pors rejects this "logic of profitability." Prof- it, he argues, should not be used to motivate workers. Perhaps that explains Le Pors' abrupt ending of talks with civil service unions about a pay raise?



Mexico's civil ("from the heart") service. "If we want to be better, we must talk about the good things," claims one supporter of the Mexican government's TV campaign to build confidence in civil servants. In one emotion-packed ad a grateful customer clutches to her heart a letter delivered by a diligent postman who has located her despite an incorrect address. "Given the mail speed here," reports a *New York Times* correspondent, "many Mexicans tend to believe this type of search goes on even for the recipients of letters correctly addressed." Campaign sponsors hope to counter a widespread cynicism with their ads.



The U.N. wages war against trends toward private sector-styled management techniques being adopted by bureaucracies in third world nations, reports international management expert **Roger Brooks**. Brooks says the U.N. assault is spearheaded by officials in its **Department of Public Information**. "His charges are substantially on target," responds former Deputy Ambassador to the United Nations **Charles Lichenstein**. The 19-page **Heritage Foundation** report documents U.N. media campaigns promoting Soviet-styled governing models and enlargement of all federal agencies in developing nations. Denying the accusation, U.N. spokesman **Michael Stopford** tells **Management**, "We are policy-neutral on the issue of increasing or decreasing the sizes and authorities of bureaucracies in foreign governments. In fact, our magazine *Development Forum* recently featured an article on the privatized governments of **Singapore**, the **Philippines** and similar nations." Stopford did not offer any other such public relations initiatives.

Japan-happy feds may win research awards to study public administration and other topics in the land of the rising sun. The **Council for International Exchange of Scholars** tells **Management** two of ten available grants could go to U.S. government employees. Travel, expenses and \$2,000 a month (up to nine months) stipends are included. The Washington-based group says the deadline for proposals is September 15.

Japan's civil servants get respect. Civil service reforms similar to those in the U.S., have strengthened respect for Japanese civil servants says **Hideo Ogura** of **Japan's National Personnel Authority**. "Japanese mothers hope their daughters will marry government employees," he brags. Ogura met with **Management** reporters to discuss new initiatives being considered in the Japanese Diet (parliament). New laws raise the mandatory retirement to age 60—up from 55-58. Another initiative under consideration will extend current merit pay programs.

Whitehall axe. Prime Minister **Margaret Thatcher** plans to save the British government 750 million pounds (that's over one billion U.S. dollars) by cutting 30,000 jobs from the civil service payroll by 1988. According to London's *Sunday Telegraph* she has created "the smallest Civil Service since the Second World War."

In April, 1979, the **Conservatives** inherited 732,000 civil servants: today there are less than 630,000 employees as a result of moving certain activities from government to private industry and simplifying the taxation and social security systems. And next year, the government will offer unions a 3 percent increase rather than the requested 7 percent pay hike.

Jaguar leaps out of the state ownership in **Great Britain** this month. Company President **John Egan**—named to head the car-making company in 1980 by **Prime Minister Margaret Thatcher**—reports private-sector managerial techniques applied during a four-year transition have purged employee deadwood—9,000 employees instead of 13,000—and doubled output of the luxury automobile. The car's reputation for quality is rapidly being restored. Jaguar is just one of many state-owned companies which the Prime Minister has returned to the private sector. In many cases, employee groups are now shareholders in these newly privatized industries.



Chicago's Alternative to Quotas

By Stephen Atlas

Harvey Badesch got tired of hearing about ghetto kids who could not get jobs because they never learned basic work habits so he started a unique program that is changing young people's lives.

The program is called Adopt-A-School and it has worked so well since Badesch started it in Chicago in 1980 that President Reagan has adopted the program and has asked all federal agencies to do so as well.

Badesch directs the Equal Employment Opportunity Office of the Department of Health and Human Services in Chicago and says his successful program is "making it possible for these kids to compete and be hired for jobs on the basis of their skills alone."

Some problems faced by these students, Badesch tells **Management**, "are their lack of experience in talking to adults, a habit of mumbling on the telephone and a tendency to be negative toward themselves and assume their work is not good enough to meet a boss's expectations. They're insecure in the office setting. Many of our students, for example, must learn to hold their heads up when speaking." Badesch admits these are small problems but argues they are critical skills for youngsters facing a tough job market.

The Adopt-A-School program and the related Volunteer Intern Program (VIP) are sponsored by the Chicago Regional Office in cooperation with Jones Metropolitan High School of Business and Commerce. High school seniors from Jones agree to work one semester for three hours a day, five days a week. The students are volunteers and there are no direct expenditures for the government.

"Many young people in our program have never been exposed to a work culture," Badesch tells **Management**. "These students are used to living in welfare environments and have no positive models of people who hold down full-time jobs."

"The VIP program (we consider our students not only Volunteer Interns, but also Very Important People) exposes interns to positive minority and Hispanic role models who work full-

time. The students are drawn into the office group. They even participate in Christmas parties, going away parties and other events."

Meaningful work

The first commitment participants make is to agree to arrive on time each day. HHS supervisors agree to work with the interns on other career-related skills. These include preparing for interviews, answering telephones and—most important—a helpful and cheerful attitude.

A danger in any student intern program is a tendency to assign the most boring and repetitive assignments to the student volunteers. This does little to motivate students and, says Badesch, "reinforces their image of work as dull. Adopt-A-School, by contrast, concentrates on providing meaningful work assignments directly related to a student's major in school. Typically these include word processing, data processing and accounting."

Supervisors for the VIP program are chosen for their ability to provide meaningful work assignments and for their willingness to do informal counseling. Counseling encourages the interns to attend college and develop both personally and professionally.

Badesch recounts with pride the accomplishments of several student interns. "One of our students was in danger of being dropped from the program because of her negative attitude. When I investigated, I found she was not getting assignments related to her field of interest. We found her a new supervisor who was more understanding. The supervisor provided valuable assignments, encouragement and an opportunity to feel she was an important part of the team. Last summer, the student received a Regional Director's Award for her work in running one of our summer programs in which she recruited participants and set up job interviews."

"I recall two of our students who have learned how to use word processors," Badesch continues. "One has done the editing and preparation of a 28-page paper. It is excellent and she has every right to take pride in her

accomplishment. Another student has taken 40 biographical sketches and compiled them into a book which she recently prepared on the word processor." Interns are invited to monthly talks specifically designed to help them with educational and career planning. "The U.S. Department of Education (located in the same building as HHS) counsels the kids about financial assistance and scholarships for those who wish to attend college," says Badesch. "Secretaries and professional women (most interns are minority women) share advice on how to improve their job performance and what types of personal strategies they have used to achieve career success."

In February, 1984, Maxwell House sponsored a black college fair in Chicago. Interns were given time off to attend and learn about higher education opportunities not only in Chicago, but throughout the United States.

A final incentive for interns to continue their education is their eligibility, as college students, to become paid, part-time employees through HHS's Stay-in-School Program.

Starting a program

The Adopt-A-School Program, says Badesch, is consistent with the Federal Personnel Manual (FPM). Subchapter seven of FPM chapter 308 provides a legal basis for federal agencies to accept volunteer students. It allows federal managers to prepare education-related work assignments linked to a student's field of study.

To officials wishing to start their own programs, Badesch offers the following advice, "It's essential to establish a good working relationship with the school. Be sure your program has the full support of both your agency director and the school principal. Both people need to be kept fully informed about the program at all times. Federal managers—particularly supervisors working directly with the students—must be committed mentors willing to blend work training with informal counseling. Finally, the key to the program's success is keeping the students busy and involved with significant work assignments."

Inspector General Programs Boost Productivity

By Richard P. Kusserow

A government management system which generates a highly productive work force has eluded human resources specialists for years. The major obstacle has been a fixation on activity (process) rather than outcomes (productivity).

To help managers in the Office of Inspector General (OIG) at the Department of Health and Human Services (HHS) reverse this chronic fixation and increase productivity, the office has developed a management system which has produced these results in the last 26 months:

- Financial recoveries and savings uncovered in audits and investigations show an 800 percent increase from \$165 million in FY 1981 to \$1.4 billion in FY 1983 and is operating at twice that rate in the first six months of FY 1984.
- During the same period, criminal convictions have increased from 166 to 806 and continue to increase.
- Significant administrative sanctions against contractors, organizations and federal employees abusing or defrauding HHS programs have increased 340 percent—from 68 to 230 and doubled that rate in FY 1984.

When federal managers and employees lose sight of the organization's goals, they tend to emphasize process rather than goals. This leads to lower productivity. As when driving a large team of horses, federal management must reign with a deliberate hand—people and resources must pull together to achieve organizational goals.

Private sector supervisors have a built-in profit objective. Their peers in government have no such "bottom line." The orderly use of resources and long-range planning are extremely difficult in the public sector, in part, because of the federal allocation process. This process routinely fails to produce an appropriation until well into the fiscal year. Consequently, managers cannot be sure of the resources available in any given year. Also, government is service rather than product-oriented. This factor sometimes clouds the setting of productivity goals.

Performance management

In 1981, HHS's Office of Inspector General identified four steps necessary for an effective performance management system:

- Provide a clear vision of each organization's purpose, goals and directions.
- Develop a tactical (implementation) plan for each major component to achieve their objectives.
- Tightly link the budgetary process to the organization's goals, strategic direction and implementation plans.
- Set up performance management designed to increase productivity.

While most federal managers would describe their organization's goals and objectives in terms of work performed, they are hard pressed to explain the reason why. Far too many government offices fail to develop strategic, long-range plans and consequently cannot administer a fair merit system or effectively allocate human and financial resources.

By means of these explicit OIG goals, senior management defined the overall direction of the office. Next, each OIG component developed its own implementation plan which was approved by the Inspector General. At the same time, OIG linked its own goals and strategic/tactical plans to its budget—the only way an organization could evaluate the cost-effectiveness of its mission.

Input is relatively meaningless without the capability to measure it against outcome—the productivity yardstick. OIG built a performance management program which identifies tasks expected from managers and subordinates. These assignments are directly related to the organization's mission.

It was the assumption of OIG that good performance plans must start at the top of the organization, work down and relate to the organization's purpose. The objectives and standards were developed during face-to-face bargaining and included measures of quality, timeliness and quantity. Subordinates determine their own methods for achieving these objectives.



Following this process each OIG component was charged with achieving certain expectations. Audit was measured on: the number of recommendations made for management, regulatory and legislative improvement; the amount of avoidance of unnecessary expenditures; and, the recovered savings from unallowable expenditures. Investigations were measured on: the number of program weaknesses identified and the quality of recommendations to correct deficiencies; the number of successful criminal and civil prosecutions, penalties and sanctions; and, the amount of program dollars recovered. The inspection process was measured on: the number of system improvements adopted by management; the number of successful administrative and civil sanctions against wrongdoers who defraud and abuse HHS programs; and, the amount of misspent money recovered.

These performance standards are challenging, demand some risk of failure (but are not impossible to attain) and contain a built-in element of competition. However, OIG believes high expectations result in high performance.

If an organization's goals are promoted by management and understood by employees, performance appraisals become a very effective means to boost achievement. Behavior can be modified by a clear expression of expectations. People naturally will adapt to changing environments without thinking of them as changed. Demonstrated productivity improvements at OIG—without resource increases—bear witness to our approach. ■

Richard Kusserow is Inspector General at the Department of Health and Human Services. "School of Thought" op-ed columns offer our readers an opportunity to share innovative managerial techniques developed in the current reform climate.

Hiring Quotas for G-Jobs Against American Grain

By Stephen Atlas

Numerical hiring goals in the federal government are a violation of the American tradition of equality before the law, according to William Bennett, Chairman of the National Endowment for the Humanities (NEH).

In a letter to Clarence Thomas, Chairman of the Equal Employment Opportunity Commission (EEOC), Bennett writes, "To believe in human equality and equal liberty can mean nothing less than to treat white and black, male and female, Jew and Gentile as morally equal. Distinctions based on race, ethnicity or gender are not rational categories of public reward or rejection. Blindness to color, race and national origin is the hallmark of civilized justice as embodied in the principles of this Republic.

"To request that we set and state numerical goals for hiring is to ask us to anticipate hiring on the basis of such goals," Bennett continues. "We cannot support the argument which holds that 'goals' are somehow distinguishable from preferential treatment. Goals announce to the world that race and sex will now be factors in arriving at our results. This is especially clear when 'goals' are coupled with the truly pernicious idea of 'underrepresentation'—the notion there is a

'proper' proportion of races and sexes and colors for jobs. We cannot comply with any inquiry which has as its premise the idea there is a proper and improper mixing of races, creeds, colors or sexes in the workplaces of this country."

NEH and three other federal agencies—Department of Justice, Department of Education and Federal Trade Commission—have refused to comply with existing personnel directives issued by EEOC. Their demands have resulted in negotiations over affirmative action hiring measures never before challenged by public-sector employers.

Each agency has declined to submit multi-year plans—required by EEOC management directive 707—which attempt to establish numerical goals for hiring minority and women federal employees according to each group's percentage of local private sector and public sector work forces.

Have race, sex or ethnic background become official criteria for employment and promotions? Attorney General William French Smith in a letter to EEOC Chairman Thomas (July 19, 1983) writes, "Department of Justice personnel policy plans do not include numerical goals. Best intentions to the contrary, such goals often become

quotas by operating to give preference in the hiring process to applicants because of race, sex, religion or handicap. That is discrimination and that is wrong."

Smith believes preferential selection devices are not necessary to achieve true equal employment opportunity within his department. Minority hiring at Justice has increased more than 1,400 positions (11 percent) since the end of fiscal year 1980. "At a total of 25.7 percent," Smith continues, "it exceeds both the minority percentage of the U.S. civilian work force (19.2 percent) and of the total federal work force (24 percent). The number of women within the Department also has increased during this period by more than 1,200 positions."

Race and gender audits

NEH Chairman Bennett has gone one step further. NEH's personnel shop refuses to conduct racial and gender audits of its work force and to submit such annual findings to EEOC. These annual reports—described in management directive 707A—also must indicate any agency movement toward or away from the personnel goals listed in the agency's multi-year plan. Saying EEOC employee audits are misguided attempts to rectify past hiring discrimination against minorities and women, the NEH chairman favors a system in which supervisors can evaluate employees solely on merit, work and character—and never because of their color, sex or national origin.

EEOC has no ability to enforce compliance of its directives upon federal employers and only may report non-compliance to the Justice Department. Since Justice believes numerical goals and quotas indicate discrimination—and will not comply itself—it appears unlikely the Department's enforcement team will pressure NEH or any other federal agency to conduct racial/gender audits of their personnel or to submit such data to EEOC monitors. Washington observers now wonder if Bennett's outspoken stance and Justice's unique position in this scenario could trigger further revolt among federal agencies as the next reporting period approaches? ■



William Bennett (insert) and National Endowment for the Humanities headquarters in Washington.

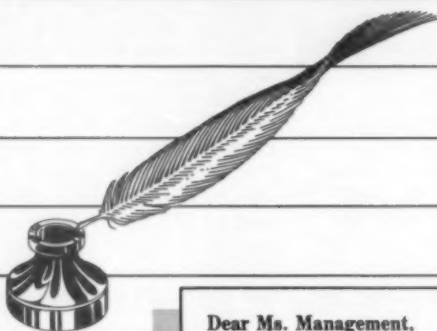
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Ms. Management



Ms. Management



Dear Ms. Management,

Our agency recently hired a "skipper" who's really gung-ho about her new job. She thinks she knows more than she does and goes overboard to impress top management with projects we aren't accustomed to performing. So much so, I have been getting in early and working late to meet all my new demands. My regular work and family life have suffered as a result. How do I keep from walking the plank?

Distressed to the Hull

Dear Barnacle,

You may have been resting too long in still waters and are unable to survive the new waves rolling in. Your lamentation makes Ms. Management doubt your seaworthiness. Before you abandon ship, ask yourself, did a need for innovative ideas and real results cause the change in management which brought the new skipper aboard?

Course alterations naturally produce stress. Rise to the occasion, consider new resources to deal with the new challenge. Both Agriculture Department's and OPM's training centers in Washington offer courses in time management which can help you budget your energy more effectively on the job. Take the initiative and you'll control your time instead of the reverse. If top management wants a great deal more from the staff in addition to accomplishing long-standing tasks—request a conference with your supervisor to review your duty roster (performance standards).

Dear Ms. Management,

Six weeks ago, it was brought to my attention one of my program workers who had been denied a request for annual leave had spent his lunch hours in our cafeteria stirring up criticism of this division's annual leave policy. I spoke with him and explained our policy is well within official guidelines—apparently to no avail. His speeches have moved beyond the chow line. He's used government time to pen a memo on the topic and he's distributing it to other employees. What are my options for reprimanding him and handling this problem?

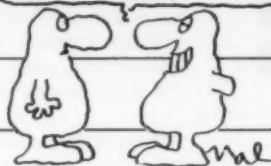
Final Straw

Dear Haymarket,

There are times when managers must examine their own souls in the face of persistent criticism from a subordinate. This is not such a case. Ms. Management urges you to act now and not to let this situation smolder. Supervisory policies never can please all the people all the time. Soapbox ranting has a corrosive effect on the performance of any staff. A firm reprimand is overdue—point out that any further use of government time to incite other workers against office policy warrants a suspension of up to 90 days. If a union becomes involved, get a bit of advice from the management expert in your agency's labor relations shop. In fact, why not give her a call right now. Or call OPM's experts for the precise wording you can use in your next "chat" with Mr. Trouble. It's easier than you might imagine and these steps will accomplish wonders.



I ALWAYS TRY TO HIDE
MY NASTINESS UNDER A
VENEER OF DISENGAGING
CONGENIALITY!



Dear Ms. Management,

A very promising employee I recently hired into the government has abused his sick leave and has developed a very poor attendance record. Since he is new to regular employment and is trying to change his previously unproductive lifestyle, I gradually have attempted to move him into our network with small, necessary tasks and I have been careful not to overload him with large projects. However, his missed deadlines and mounting backlog have slowed everyone's production. Frankly, he is the first employee I've ever hired and his problems are reflecting on my judgment. I am fairly certain that he's not ill. Can you offer any suggestions on how I might be able to retrieve my rookie?

Power Shortage

Dear Circuit Breaker,

Make certain his "brownout" is not caused by health problems. Call in some doctor's slips. After three days on sick leave a doctor's statement must be provided to an employee's supervisor.

Absenteeism in the work place is a serious problem which costs taxpayers and private sector businesses billions of dollars last year. As a branch chief, it is your responsibility to let all employees know you not only notice their absences but the office misses their input. Energy is the "juice" your employee is being paid to bring to your office's work. This ingredient is not an optional contribution from your staff. Suggest counseling if he is unwilling to discuss any attitude problem with you. If he refuses to acknowledge any responsibilities or address this problem then explain that new federal employees are held in a probationary period and do not have the same "job protections" tenured workers enjoy.

Finally, remember Ms. Management's first rule in such situations—an informal, sympathetic chat can oftentimes work wonders.

Dear Ms. Management,

Is there a general policy outlining which supervisors rate having their secretaries answer phone calls by saying, "Mr./Ms. Name's office" instead of simply announcing the organization's title? Is this an automatic perk at certain grade levels? It's one private-sector practice which I think would be useful in my own office—but I don't want to overstep any regs. By the way, I'm a GM-14.

Phone Jack

Dear Touchy Tone,

Relax. Ms. Management went to the experts and found there is no OPM restriction prohibiting you from this practice. We also conducted a mini-survey and found there's no government-wide rule-of-thumb, or even rules within various departments. Each office handles phone salutations differently. Over at the Post Office, one insider tells us most mid-level execs instinctively prefer the anonymity of having callers greeted with the division's name. Tsk. Tsk. An Energy Department exec reports just the opposite. However, throughout federalism a pattern does emerge: As one nears an office director's suite, chances are you'll get the gal's or guy's name. Interestingly, this pattern reverses again at the very top. For example, when placing a call to Donald Regan, you'll be greeted with "Office of the Secretary."

Ms. Management's rule of thumb: If most callers would appreciate hearing a person's name after dialing into our "faceless" ranks, use your name. If a divisional hook would be most helpful for the majority of callers, give'em shop titles right off the ring.

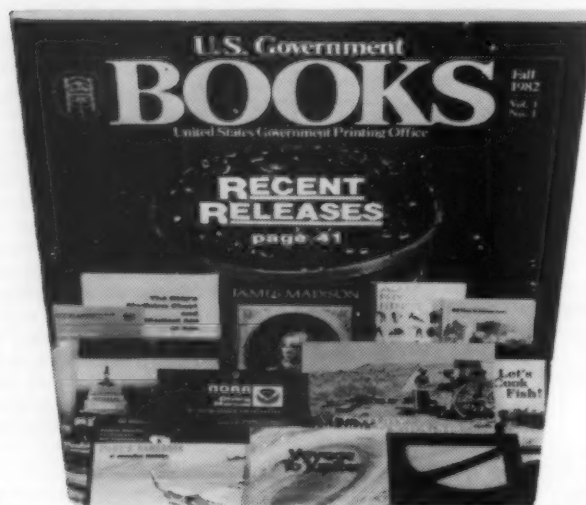
*Ms. Management welcomes
inquiries regarding office
performance, supervision,
and related topics.*

*Please forward your
questions to me at the:*

*Office of Public Affairs
Room 5F12
Washington D.C. 20415*

*Cordially,
M.M.*

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(continued from page 17)

al work and increased responsibilities you should ignore it, considering it an effort to raise office work standards. If her special efforts have been key in keeping your office going or completing a project, by all means, give her an award.

Quality step increases

The two types of employees just mentioned also would be those in line for the second type of award: a quality step increase. The basic criterion for this award is "sustained superior performance."

An employee who has consistently earned sustained superior performance awards is the perfect candidate. The previously mentioned secretary would also be someone to watch for this honor. Frequently, temporary responsibility becomes permanent and our secretary, by consistently assuming additional responsibilities, will earn sustained superior performance honors. If she keeps up the good work, her efforts should lead to a step increase.

Suggestions

While seemingly the most easily recognized accomplishment of employees, suggestions can frequently be



"People like recognition and money. People will do almost anything to get more of each or a lot of both."

overlooked. Formally submitting a suggestion solves that problem and many employees do just that and are rewarded for their ideas. But as a manager, you should be on the lookout for that simple suggestion thrown out by an employee that ends up saving time, effort and money.

This would be a situation where one day an employee says, "You know, if we move this here, put that there and turn this around, I bet we could save a lot of time." And darn if he isn't right. It wasn't a formal suggestion but a good manager will recognize its worth and see that it is submitted for possible reward.

Non-monetary awards

Quotes the professor, "Thomas Hobbes described man as an animal who derives pleasure from constantly ranking himself above others... Alternately, that pleasure could be something that results from both pride of workmanship and the practical necessity of having to reduce a spectrum of metrics about different aspects of job performance to a single common denominator."

What? I was with the good professor up to the pride of workmanship part but I still haven't figured out how to reduce a spectrum of metrics to a single common denominator. Maybe if we divide by the square root of pi...

I think what he's trying to say is, people take pride in their work and like to have their work recognized. Money is still a primary motivator but most people, including me, will become frustrated and disillusioned with a job, no matter how much it pays, if we don't get some satisfaction from knowing we're appreciated.

In the extreme, these are the people who chuck it all to live on a boat and make rope jewelry. In the Washington world, they simply leave for another job. And if you notice (which you probably won't until they've up and



quit) they're usually some of your better people.

The motivation here, obviously isn't money. It's pride, satisfaction, meeting a challenge and doing a job well. And it's an important element for employees.

Example: Say I spend a lot of time writing this article, really putting my heart into it. And when I'm done my boss says something like "Thanks." The next time he says the same thing and the next time and the next time—good work, bad work, mediocre work: all he says is "Thanks." And then, six months later, I get a bonus for doing a good job.

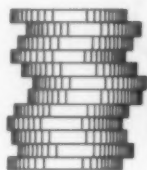
That's certainly a reward and I wouldn't turn it down and I'd get some satisfaction from it. But what would have been more immediately meaningful than the money would have been some personal recognition that my work was liked.

It's like Christmas presents. A lot of people (of whom I am not one) don't like to receive money as a gift. "Too impersonal. I'd have been happier with a handmade ashtray than a \$50 check."

That's the value of honorary and non-monetary awards. They can serve as a more direct and personal reflection of recognition, giving employees a

greater feeling of self worth and increasing their pride simply by showing you care.

Don't fall into the trap, though, of going totally one way or the other in using incentive awards. Giving only non-monetary awards will eventually lead to the same frustration that giving only cash awards leads to. "You can honor me all you want but when do I get a raise," or, "You can give me all the money in the world but when are you going to recognize my work?"



"Be on the lookout for simple suggestions by employees that save time and money."

The other trap to avoid is the tendency to throw awards around like so much confetti. If cash awards and honorary awards become automatic, they become meaningless. Also, if you award a person because "he's never gotten one," or because "it's her turn," you're wrecking the incentive value of the awards system.

If your whole office is deserving, seek a group award. If no one is deserving, don't give any awards. And don't, I repeat, don't avoid granting individual awards because it will "make the rest of the office mad."

You know who's doing a good job and the rest of the office does, too. Certainly, there will be malcontents who complain they should have gotten the award. Frankly, that's life. If they're disturbed by the situation, talk to them. Tell them why they weren't chosen and counsel them as to how they can work toward an award for themselves. Otherwise, I think you'll be pleasantly surprised to find most employees are quite happy for a co-worker who has been recognized and rewarded and many of your employees will, on their own volition, work a little harder in the hope of receiving similar honors in the future.

From the employee's perspective

There's no magic formula for meting out awards to employees. But a good guideline for a manager is to remember your own experiences.

In another life, I did a lot of construction work, mostly unskilled and always very hard. The only thing I could really do to get any satisfaction from these jobs and to make an impression on the boss was to work hard. And in almost every such job I held it paid off in rewards of the same type discussed here.

By coming in early, working hard and leaving late (sustained superior performance), I managed to get a few raises.

In another instance, hard work won me a promotion to head of the laborer crew (non-monetary—it meant I got to drive the truck and yell at the other laborers every now and then). Continued efforts led to another promotion, this time with a pay increase, to carpenter's helper (step increase).

And in another job I figured out a faster way to put windows in house trailers, earning me a bonus of a couple of hundred bucks (suggestion/special act).

In each case, the rewards had the desired effect. The money kept me happy financially, the promotions satisfied my ego and in both cases the awards helped me keep working at jobs that, otherwise, offered little satisfaction. In other words, I know how it feels to be appreciated, just as I know how it feels to have your work go unappreciated and unrewarded. Put yourself in the same position:

As you "can always use more money" so can your employees, and, if they're willing to go the extra mile to earn it, you should recognize it. The same goes for non-monetary awards. You may be making a fortune but if the boss doesn't know you're alive—or makes you feel like he doesn't—you feel like dirt.

A professor would say something like, "The matrix of human emotions, when combined on an integral plane, poses a duality of psychological purpose requiring a spectrum of response by the authority figure within an employment hierarchy to satisfy multidimensional requirements." (Pretty good, eh? Made it up myself.)



"I know how it feels to be appreciated and unappreciated. Put yourself in the same position."

What I would say is, "People work for two things: money and recognition. And the better a supervisor responds to those needs, the better his employees will do their jobs."

Move over, Adam Smith. ■

**NOWDAYS, BEING
REMARKABLE
IS NOT GOOD
ENOUGH!**



Book Review

Cutting Through It

B.S.: The Bureaucratic Syndrome. Byron Johnson and Robert Ewegen. (North River Press, 172 pages.) "This book encapsulates the creative non-responsiveness that orbits in a delightful way," says James H. Boren, president of International Association of Professional Bureaucrats, and chief councillor of red tape camp. Boren issued his remark when **Management** asked him about *B.S.: The Bureaucratic Syndrome*, a new release by a pair of ex-federal workers.

Drawing from their own backgrounds in state and federal government (as well as politics and journalism) the writers unravel the unspoken laws of our community.

Power to the Producers

The Economics And Politics Of Race. (Thomas Sowell. William Morrow and Company, Inc., 150 pages.) What should the conscientious federal manager who seriously wishes to implement EEO goals in his or her organization do? According to Thomas Sowell, senior fellow at the Hoover Institution, the conventional wisdom represented by current affirmative action programs and advocated by mainstream civil rights groups for public-sector offices is not the answer.

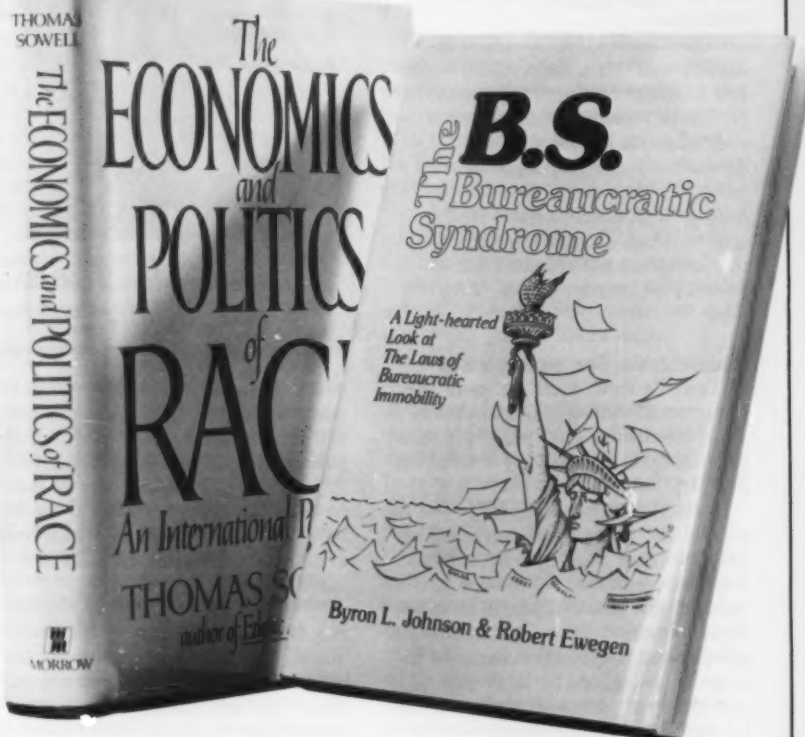
Sowell contends these programs actually may do more harm than good for their intended beneficiaries. To the extent affirmative action "involves accepting a lower level of performance," it serves as a reward for not acquiring needed skills—a disincentive to the formation of human capital.

It is the human capital concept

Commandments include, "Never do anything for the first time... Make only big mistakes—they will pass unnoticed," and if a mistake might be noticed, "Leave before the failure becomes evident and let your successor take the blame." Anecdotes humorous and serious illustrate how officials who stall decisions are the officials who

succeed. Fine threads of sarcasm weave the chapters together and produce a pattern which managers will recognize as a survival map for coping with the bureaucratic syndrome. Don't be fooled by the title, this book has some serious points to make. ■

Review by Mary Ann Maloney.



which Sowell feels holds the key to lasting progress. Members of designated groups must be encouraged to increase their store of human capital—their productive potential—through education. When this process takes place in an open employment setting,

federal office managers will continue to choose qualified minority job applicants. Sowell offers a clear message to managers: less emphasis on arbitrary remedies and more on upping the productivity of individuals. ■

Review by Thomas Kiefer

ANOTHER VIEW

SOWELL'S FOOD FOR THOUGHT

By Thomas Kiefer

Thoughts which spring into the minds of public sector employees when the word bureaucracy is mentioned probably differ dramatically from those of Dr. Thomas Sowell, iconoclastic, free-market economist and currently a Senior Fellow at Stanford University's Hoover Institution.

"The image which occurs to me," says Sowell, "is a huge pasture with lots of cows chewing away contentedly." In this exclusive interview, Sowell elaborates on his views of the bureaucracy and offers advice on a range of other management topics. He does so with characteristic candor. As always, **Management** magazine neither endorses nor rejects Thomas Sowell's expression of yet "Another View."



*Thomas Sowell Talks
to Federal Managers*

Standards for achievers

In Sowell's view, most critics of the government manager fail to understand executives in large, government organizations are severely limited by the very nature of the beast.

In his 1980 book, *Knowledge and Decisions*, he writes "bureaucracies, by definition, are controlled by administrative or political decisions, not by incentives and constraints communicated through market price fluctuations." A government organization expands its scope of operations by internally generating a "demand" or "need" for its services. And the easiest way to stimulate demand is by setting a price below the market, which leads to requests for ever-increasing appropriations by managers charged with running these so-called successful programs.

"What your Washington and state government bureaucracies do," Sowell tells **Management**, "is entirely rational from their point of view." He says

government employees are treated unfairly when judged by external, free-market standards. Any reform of the goals and measures of achievement imposed on government will be successful only if they are based on the basic, political process by which federal and state government rules are made and agendas set.

No bottom lines

Sowell sees fundamental differences between public and private organizations. His basic point, "there is no bottom line in governmental agencies." Although large, private organizations can become bureaucratized in many ways ("especially when they are regulated by government"), ultimately "the large private business is going to have to cover its costs or shut down. That, of course, is rarely a problem in the federal government."

What to do? Sowell is wary of placing too much hope on the value of

legislative or administrative solutions to the problem of bureaucratic efficiency. "I do not think even congressmen with higher IQ's really would get us very far. Too much Congressional meddling in government's day-to-day operating procedure is wasteful."

He favors an approach which would adopt proven lessons from private enterprise. One example, he says, is pay for performance. "The generalized view of pay for performance is almost too elementary to argue about."

However, Sowell prefers to emphasize "an entirely different approach... limit the number of things done by government." Such an approach requires developing an understanding of the natural limits on the scope of bureaucratic enterprise, "Things government can or must do, and those it simply cannot handle."

Affirmative action

This year in Washington, National Endowment for the Humanities Chairman William Bennett refused to set numerical goals for women and minorities employed by his federal agency. "We strongly believe different or special treatment by this agency on the basis of these characteristics offends our best principles as a nation," says Bennett.

Sowell has done extensive work in the areas of affirmative action and equal employment opportunity. **Management** asked Sowell what he thought about Bennett's announcement and, more important, his views on quotas or specific compensatory actions designed to remedy past discrimination?

"I find the whole approach thoroughly fraudulent," Sowell replies. "The original assumptions of these programs are fraudulent—that people would be evenly distributed in employ-

ment in the absence of institutional bias. People are not evenly distributed in any kind of activity even when they have total control of the activity."

There is a tragedy associated with rigid affirmative action programs, according to Sowell. "Those who are the ostensible beneficiaries of such programs do not gain. The results, where I have looked at them, indicate disadvantaged members of minority groups not only fail to progress under affirmative action, they fall further and further behind the general population."

He does not claim, however, there are no beneficiaries from affirmative action. These programs are designed for "the benefit of those who are better off within the group at the expense of those who are worse off. They help a minority in the targeted group which has a track record or technical education." As affirmative action proceeds, benefiting only a minority of a minority, there is the prospect of a widening gap between the white majority and the bulk of

minority group members. Danger, claims Sowell, accompanies this process. "The real danger of this whole situation is polarization of the races and that never can be in the long-term interests of those in the minority."

Management asked Sowell to place himself in the position of a federal manager. If he was an executive, and an auditor told him only one percent of a particular minority was on his staff, would his reaction be, "So what?" Answers Sowell, "Yes. And that's one reason why I probably would not last very long as a Washington manager."

Sowell believes the proper approach to the problem of underrepresentation lies in an understanding of the operation of the human capital concept developed at length in his new book *The Economics and Politics of Race*. According to his theory, economic disadvantage—underrepresentation—is related to a lack of human capital, a lack of productive potential as defined by the market.

"My own orientation calls for making the opportunities as open and available to as many people as possible and let the numbers fall where they may," Sowell says.

Human capital vs. third world bureaucracies

Sowell's human capital theory has international implications as well. He points out that disparate percentages of various ethnic groups in U.S. management positions mirrors developments in a number of third world countries where occupational distributions of different groups are disproportionate to the group's population.

In Southeast Asia, for example, the "overseas Chinese" have been able to achieve remarkable economic success despite the presence of pervasive discrimination because, he says, they possess skills valued in the market.

The workings of the same process help explain the economic progress of Asian-Americans (as an example) in the United States. "There is a study done by the Rand Corporation," Sowell points out, "which shows the number of Asian engineering Ph.D.s in the United States is more than five times that of blacks, Hispanics and American Indians put together. Flagrant disproportion? Now I do not regard that as a problem except when politicians insist the findings 'prove'

managers and university administrators are acting unfairly against certain groups."

What can the U.S. do to foster solid, human capital development in Africa and other third world nations? Sowell is highly critical of foreign aid programs. Billions of dollars spent by the U.S. and other countries on foreign aid largely are wasted and serve to support "parasitic bureaucracies" instead of fostering entrepreneurial development at the grassroots.



"Moreover," Sowell adds, "our loan policy is topsy-turvy. If you have two very poor countries, both equally poor, and one of them has a government with tremendous deficits and a terrible balance of payments problem, that government is more likely to get foreign aid than the one which tries to stay within its budget. Yet, which is the one far more able to compete?" We reward the wrong countries with our aid programs and, worse, we aid the wrong people inside those countries.

Advice for managers

Sowell's parting advice for federal managers is pointed and reflects his firm conviction the free market offers the best solutions for public policy-makers.

On affirmative action in government, "If affirmative action could be suspended in government, I think the net effect would be beneficial to minorities, to women and most of all to their children."

As for productivity in our agencies Sowell offers three options. "One, merit pay from top to bottom—from the lowest messenger to the head of the agency. Two, contract out what needs to be done to a private organization everywhere possible. Three, don't do most of what is scheduled to be done—at all." ■ **Thomas Kiefer** is a *Personnel Management Specialist* for OPM's Office of Policy and Communication.



In Brief

Supervisors in Court

THE FORCE IS WITH YOU

By Robert Hogue

Every day, supervisors experience the frustration of dealing with inefficient or irresponsible subordinates. Yet, these supervisors shy away from prospects of protracted disciplinary actions. Inaction clearly compounds the problem by allowing inefficiency to spread within a division's structure. There are, however, procedures in the performance appraisal system rooted in the Civil Service Reform Act of 1978, which enable supervisors to handle such problems. Personnel actions taken because of performance or misconduct have received support in our courts.

- An employee whose work is unacceptable is entitled to a chance to show improvement. If no improvement is made, take whatever steps are necessary to reassign, reduce in grade or remove any individual whose performance remains unacceptable.

In the courts

In *Siegleman v. Dept. of Housing and Urban Development*, the Merit Systems Protection Board (MSPB) held that the agency did not act improperly by demoting an employee from GS-14 to a GS-13. The employee failed to

judgment that it was not feasible for her supervisor to incorporate specific "time standards" into numeric measures for her GS-14 job.

Firing a surly performer

Good news: one court has held that supervisors who want to take serious steps against employees whose work is bad—but not totally unacceptable—may use some of the heavy-duty actions available under chapter 75 of Title 5, U.S. Code. (*Hatcher v. Dept. of the Air Force*, 705F. 2nd 1309 11th Cir., 1981). Performance-based personnel actions under chapter 43 are generally used against chronically surly or poor performers.

One major difference between these two types of actions is that the agency must meet a higher standard of proof when proceeding under chapter 75. Therefore, chapter 43 remains the more popular method of dealing with performance problems. Still, the trend appears to be heading in a useful and fair direction.

Dealing with law breakers

Chapter 75 provides the means by which employees may be disciplined for unsuitable or unacceptable conduct on the job, even when they have good performance histories. Additionally, the supervisor facing an employee whose misconduct has occurred outside of the workplace has a solid set of guidelines which support corrective actions. In recent cases, such problems have included drug or morals related incidents which clearly undermined work efficiency.

Chapter 75 authorizes suspensions, removals, reductions in grade or pay, and other disciplinary actions for general schedule employees involved in criminal activities. Under such circumstances, a supervisor and the agency collect evidence and establish a "nexus" or rational connection between the personnel action sought by management and overall service effi-

Winning Before MSPB

Are you a manager or supervisor who is reluctant to take a personnel action? Worried about testifying? Afraid you'll lose on appeal? How can you get help? Read Office of Personnel Management's new "how to" handbook on the Merit Systems Protection Board. Co-authors Harold Ashner and William Jackson use plain English to explain the appeals process and cover such areas as documenting misconduct

or poor performance, how to be an effective witness and what to expect at the hearing. *Representing the Agency Before Merit Systems Protection Board* is available at Superintendent of Documents, GPO, Washington, D.C. 20402. (stock no. 006-000-01303-1). Tel. (202) 783-3238. \$8. For additional information call Ashner or Jackson at (202) 254-5200.

To establish a position from which to deal with performance problems, you—as a supervisor—must take some simple steps:

- At the beginning of the evaluation period, inform your employee about the objectives of his or her position and how they are reflected in the critical elements of the evaluation.
- Document the performance standards—particularly the critical elements—for comparison with actual performance during the evaluation period. Observe your employee's actual performance and compare it to the standards you have developed.

perform satisfactorily in critical elements of her position involving timely completion of reports. The woman alleged the performance standards applied by HUD were deficient because they failed to establish specific time targets for completion of work. However, she previously had received written and oral notice of her deficiencies.

The Board concluded that the repeated notices represented an implicit warning of needed improvement and certain descriptions detailing specific instances of unsatisfactory performance were designed to help the employee. The Board agreed with HUD's

In Brief

ciency (*Merritt v. Dept. of Justice*, 1981). Chapter 75 also provides for sanctions against administrative law judges and senior executive service employees, but under standards somewhat different from those governing discipline in the general schedule.

All tenured, competitive-service employees and those with veteran or "preference eligible" status in most non-competitive service positions have built-in protections. Briefly, here are the steps you must take to insure your personnel action is enforced:

- Make certain your agency gives the employee advance written notice stating why the off-duty activities have hampered office productivity.
- Give the employee a reasonable time to answer orally and in writing.
- Ask him/her to furnish documentary evidence which supports his/her contention.
- Give the employee a written decision on your agency's intentions as soon as possible.

As might be expected, the number of "rights" increases with the severity of the action. Employees subjected to longer suspensions or removals are entitled to a hearing before MSPB. Keep

this in mind when you are deciding among various remedies available to you.

After your agency has decided to take an adverse action, the employee may appeal to MSPB. If an appeal is made, the Board considers whether the evidentiary standard has been met, whether a nexus has been established and whether the penalty was appropriate. MSPB then looks at the employee's prior record, the seriousness of the offense and the potential for rehabilitation. The following cases illustrate instances in which a supervisor's decision to remove an employee for on-the-job or off-duty misconduct was held justified.

- *James Johnson v. U.S. Postal Service*, 2 PSPB 560 (1980). Removal for misappropriation of government funds.
- *Allegro Kelsey v. District of Columbia*, 7 MSPB 266 (1981). Failure to report for duty under a legitimately altered work schedule.

Grade reductions for reasons of employee misconduct also have been upheld before the MSPB:

- *Clyde Dinkins v. U.S. Postal Service*, 5 MSPB 179 (1981). Insubordination:

failure to perform assigned duties; deliberate failure to recognize and respond to duly constituted postal authority.

- *Timothy Fox v. Dept. of the Navy*, 6 MSPB 292 (1981). Appellate found in possession of government property at his home.

Don't forget: establishing the necessary evidence, demonstrating nexus and justifying your selected penalty are the keys to taking action under chapter 75. The choice of action in any of the above examples could easily have differed so long as the result was the same—increased efficiency and an appropriate penalty.

When you—as a supervisor—are faced with a problem employee, don't rely on inaction as a means of resolving the problem. Procedures are available under chapters 43 and 75 which allow such problems to be resolved equitably. Of course, fairness should be an element of disciplinary as well as other personnel management actions. ■

Robert Hogue, a senior at George Mason University Law School, is Law Clerk to Joseph Morris, the General Counsel of OPM.

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Managing Taxpayers' Dollars

"Quick-fixes and Other Temporaries Can Get the Job Done"

By Michael W. Orenstein

Corporate managers surprised by a production backlog or a sudden work load assault call on "temporaries" for help—in government such crises evoke personnel rules.

However, the federal government does have ways to relieve this ubiquitous personnel impediment to efficient office operation. Alternatives include contracting-out "commercial" activities, personnel details and using existing staff to the limits. Not every alternative fits every office situation. Some require extensive studies. Others require little more than a handshake. Each has pluses and minuses, so it's necessary to tailor your plan to the needs and goals of the office when cleaning up a backlog.

Pay attention to details

Need help fast? One large division detailed back experienced employees for 90 days to help reduce a bloated work load.

A formal request for the detail went from the supervisor to the division director to the agency chief who gave it quick approval. Note: personnel actions were not required (this is not always the case) and little in the way of personnel office involvement occurred. It was a "quick-fix."

Using employees with experience minimizes the amount of retraining—the case cited above required only a refresher course. This plan can be enormously successful in reducing a work load, however, division administrators warn of the possible pitfalls. Supervisors must pay special attention to the career advancement of detailees which could languish while they labor elsewhere.

If pinching employees from distant divisions is not practical, you might "borrow" from sections within your division. Again, these experienced employees can hit the ground running. Make sure, however, your shop isn't robbing-Peter-to-pay-Paul and creating a backlog for the helpful folks next door.



Stretching your budget

Overtime is an expensive solution, but popular in most offices. If you can prove to your boss that a bit of staff overtime will generate overall efficiency and if you promise it will be used only as a short-term strategy, chances are even your budget-conscious administrator will okay this approach. Aspiring managers quickly learn that overtime is viewed as anything but a panacea by most leaders. It does tend to boost employee morale however, with its "pocket lining" ways.

Drawback—Supervisors, *caveat emptor!* Beware covert attempts by employees "not giving it their all" during regular working hours, creating a need for overtime.

Rent-a-staff

What if your section has been assigned an additional function which current staff just cannot handle? Can A-76 help? You bet it can! This solution, the "Policies for Acquiring Commercial or Industrial Products and Services for Government Use" (OMB Circular A-76), is a cost-conscious means for easing "crisis" work loads. It secures the services of non-federal employees for work existing staff cannot handle.

However, only commercial activities may be considered for A-76 proce-

dures. A "commercial" activity is defined as a job not inherently a function of government. When you've determined the function is commercial in nature, a thorough internal cost and quality study is conducted to determine the lowest in-house cost. Private company bids are solicited and if their cost undercuts the government's the activity must be contracted out. Instead of pursuing lengthy new-hire procedures, this policy relaxes its own guidelines for supervisors who need less than 10 full-time equivalent employees. By easing drawn-out additional hire requirements, supervisors enjoy a method which lets them get out the work.

Supervisors and managers at the National Library of Medicine (NLM) are part of an economy-minded agency which has seen an estimated \$100 million spent over the last decade on A-76-assisted work loads.

NLM's Bob Mehnert notes, "We can tailor the work force to our needs and as such have a corps of highly skilled indexers."

There are various ways to deal with a crisis. Define your problem, quantify its affect on routine office efficiency and the increased likelihood of choosing the right remedy will make the supervisor and his staff winners. ■

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Reactions... Rebuttals... Retorts



“What’s going on? On the Metro today someone was reading a magazine. The cover boy was George Bush! Apparently he was flacking don’t-leave-home-without-it credit cards. What next? The Prez peddling traveler’s checks? Nancy pushing toasters? Yes, George is on the cover of **Management**, the top guvvy’s newly-slick mag. which is dished out by OPM. George is, in fact, brandishing his GSA Diners Club card now used for all expenses by world-hopping guvvy’s...”

*Diana Hears Column
Washington Times*

“The idea of having a Vice President display his credit card for a magazine cover may be unusual, but this magazine—almost all of whose circulation is paid—rarely has been shy about doing things differently. Last year, for example, four Democratic senators complained to the General Accounting Office (GAO) that the magazine was taking potshots at outspoken actress Jane Fonda... GAO subsequently found no violations of the government’s anti-lobbying laws. Now it has extended its flair for the unusual in a different direction—using the Vice President as a cover boy.”

*David Lightman
Hartford Courant*

“While I find most articles informative and interesting, ‘Ms. Management’ is an unfortunate exception... it perpetuates an unfavorable stereotype of women (the white-gloved hand awkwardly poking at a keyboard conjures up images of woman as clerical worker, transient, incompetent). It uses inappropriate metaphors (‘Ms. Management’ too easily slides into ‘mismanagement’)... delete it...”

*Carol A. Martin
Department of Interior*

“Your article on Whitehall reform (Vol. 4, No. 3) gives your readers a useful view. The search for an ever leaner and more efficient work force goes on. The British government decided to cut its public service manpower from a level of around 700,000 in the early 1980s to 630,000 by April this year.”

*Oliver Wright
Ambassador
British Embassy
Washington, D.C.*

“I just finished reading the latest issue of **Management** and it is superb. Not only is it one of the most attractive magazines I have seen in the public or private sectors, but the articles are very lively and well edited. Keep up the good work.”

*Phil Truluck
Executive Vice President
Heritage Foundation*

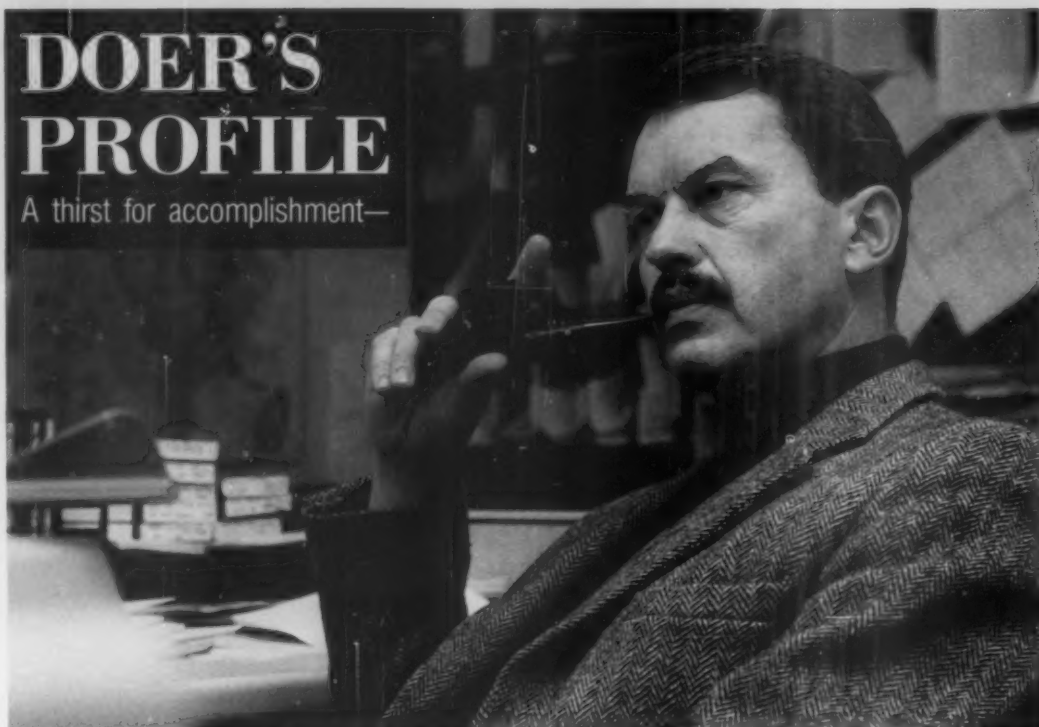


“Congratulations on another fine edition of **Management**. You’re producing a journal which effectively tracks managerial developments and encourages leadership skills. Keep up the good work.”

*George Bush
Vice President*

DOER'S PROFILE

A thirst for accomplishment—



MIKE CAUSEY

Washington Post Syndicated Columnist and WRC Radio's Federal Personnel Expert

"Away from work, I'm an amateur anthropologist. At age 14, I went to live with relatives on a farm in southwestern Kentucky. On the property were three or four pre-Columbian Indian sites. Well, I converted an old hen house into a museum with a pretty good collection of artifacts. Experts from the Kentucky Building, another museum, said I had the finer collection.

"Single-parenting isn't easy with four kids, but I'm very family oriented and my big thing in life is the kids.

"I also like opera, and jazz—up to about 1939. There was a time when I was a scuba-diver.

"I try not to tell people what to think. My column runs six days a week, but no one ever phones in a, 'Gee, thanks for working on Saturdays, Mike.' But when it doesn't appear they say, 'You bum, you get more vacation than Johnny Carson.'

"Having dealt with federal workers for so many years, I know they are good people. Sometimes the unions are too political. I'm a member of two, but I would prefer they stick to more basic issues like pay raises and protecting our benefits.

"I read a lot—classics I never read as a kid, British spy novels, a bunch of history. Political stuff? No, I get enough at the office. Listening to my colleagues every day is enough for anyone.

"But I do read **Management**. I think it's

good and most unusual for a government publication."



MANAGEMENT

